San Francisco Planning Department

Mission-Steuart Hotel

Draft Environmental Impact Report

98.604E

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Written comments should be sent to:

The Environmental Review Officer
San Francisco Planning Department
1660 Mission Street
San Francisco, California 94103

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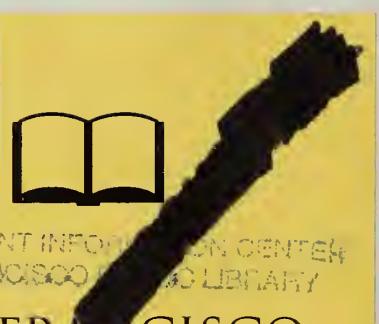

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DATE: August 21, 1999

TO: Distribution List for the Mission-Steuart Hotel Project Draft EIR

FROM: Hillary Gitelman, Environmental Review Officer

SUBJECT: Request for the Final Environmental Impact Report for the Mission-Steuart Hotel Project (Case No. 98.604E)

This is the Draft of the Environmental Impact Report (EIR) for the Mission-Steuart Hotel Project. A public hearing will be held on the adequacy and accuracy of this document. After the public hearing, our office will prepare and publish a document titled "Summary of Comments and Responses" which will contain a summary of all relevant comments on this Draft EIR and our responses to those comments; it may also specify changes to this Draft EIR. Public agencies and members of the public who testify at the hearing on the Draft EIR will automatically receive a copy of the Comments and Responses document, along with notice of the date reserved for certification; others may receive such copies and notice on request or by visiting our office. This Draft EIR together with the Summary of Comments and Responses document will be considered by the Planning Commission in an advertised public meeting and certified as a Final EIR if deemed adequate.

After certification, we will modify the Draft EIR as specified by the Comments and Responses document and print both documents in a single publication called the Final Environmental Impact Report. The Final EIR will add no new information to the combination of the two documents except to reproduce the certification resolution. It will simply provide the information in one rather than two documents. Therefore, if you receive a copy of the Comments and Responses document in addition to this copy of the Draft EIR, you will technically have a copy of the Final EIR.

We are aware that many people who receive the Draft EIR and Summary of Comments and Responses have no interest in receiving virtually the same information after the EIR has been certified. To avoid expending money and paper needlessly, we would like to send copies of the Final EIR to private individuals only if they request them. If you would like a copy of the Final EIR, therefore, please fill out and mail the postcards provided inside the back cover to the Major Environmental Analysis Office of the Planning Department within two weeks after certification of the EIR. Any private party not requesting a Final EIR by that time will not be mailed a copy.

Thank you for your interest in this project.

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TABLE OF CONTENTS

Section			Page
1.0	SUMMARY		1-1
2.0	PROJECT DESCRIPTION		2-1
	2.1	Introduction	2-1
	2.2	Project Location	2-1
	2.3	Project Characteristics	2-3
	2.4	Project Sponsors Objectives	2-12
	2.5	Project Schedule and Costs, Approval Requirements, and *General Plan* Policies	2-14
3.0	ENVIRONMENTAL SETTING AND IMPACTS		
	3.1	Zoning and Land Use	3-1
	3.2	Visual Quality	3-8
	3.3	Shadows	3-22
	3.4	Transportation	3-31
	3.5	Air Quality	3-64
	3.6	Growth Inducing Effects	3-70
4.0	MITIGATION MEASURES		4-1
	4.1	Mitigation Measures Proposed as Part of the Project	4-1
5.0	SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED		5-1
6.0	ALTERNATIVES TO THE PROPOSED PROJECT		6-1
	6.1	Introduction	6-1
	6.2	No Project Alternative	6-1
	6.3	Reduced-Scale Alternative: 40-Feet Tall	6-2
	6.4	Off-Site Alternatives	6-4
7.0	DRAFT EIR DISTRIBUTION LIST		7-1

Section		Page
8.0	APPENDICES	8-1
	Appendix A: EIR Requirement / Initial Study	A-1
	Appendix B: Transportation	B-1
	Appendix C: Air Quality	C-1
	Appendix D: Shadow	D-1
9.0	EIR AUTHORS AND CONSULTANTS; ORGANIZATIONS AND PERSONS CONSULTED	9-1
	9.1 EIR Authors	9-1
	9.2 Persons Consulted	9-2

Section Page

LIST OF TABLES

TABLE 1:	Existing Intersection Level of Service, PM Peak Hour	3-34
TABLE 2:	Base Proposal, Weekday Operating Statistics	3-48
TABLE 3:	Proposed Project Trip Generation	3-52
TABLE 4:	PM Peak Hour Person and Vehicle Trips	3-52
TABLE 5:	Intersection Level of Service, PM Peak Hour	3-54
TABLE 6:	Project-Related Regional Mobile Source Emissions	3-68

LIST OF FIGURES

FIGURE 1	Site Location	2-2
FIGURE 2	MUNI Bus Layover Yard Relocation Site Plan	2-4
FIGURE 3	Hotel Site Plan	2-6
FIGURE 4	Elevations	2-7
FIGURE 5	Ground Floor Plan	2-9
FIGURE 6	Second Floor Plan	2-10
FIGURE 7	Six Floor Plan	2-11
FIGURE 8	Zoning in the Area	3-2
FIGURE 9	Height and Bulk Districts in the Area	3-3
FIGURE 10	Land Use in the Area	3-5
FIGURE 11	View From Justin Herman Plaza, Looking South	3-15
FIGURE 12	Photomontage from Justin Herman Plaza, Looking South	3-16
FIGURE 13	View from the Ferry Building, Looking Southwest	3-17
FIGURE 14	Photomontage from the Ferry Building, Looking Southwest	3-18
FIGURE 15	View From the South Side of Mission Street, Looking East	3-19
FIGURE 16	Photomontage from the South Side of Mission Street, Looking East	3-20
FIGURE 17	Project Shadow Patterns – December 21 (10 a.m., noon, 3:00 p.m. PST)	3-23
FIGURE 18	Project Shadow Patterns – March 21 (10 a.m., noon, 3:00 p.m. PST)	3-24
FIGURE 19	Project Shadow Patterns – June 21 (10 a.m., noon, 3:00 p.m. PDT)	3-25
FIGURE 20	Project Shadow Patterns – September 21 (10 a.m., noon, 3:00 p.m. PDT)	3-26
FIGURE 21	Shadow Fan	3-30
FIGURE 22	MUNI Bus Layover Yard Relocation – Preferred Proposal	3-42
FIGURE 23	MUNI Bus Layover Yard Relocation – Alternative Proposal	3-45

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1.1 PROJECT DESCRIPTION

The proposed project is a joint project by the San Francisco Municipal Railway (MUNI) and the Mission & Steuart Hotel Partners, LLC, a private project sponsor, to rezone the project site and construct a 200-room hotel with accessory uses following relocation of MUNI bus layover functions. The hotel developer/operator would lease the site and provide MUNI with a long-term revenue stream.

The project site is at the northeast corner of Mission and Steuart Streets, about one-half block south of Market Street near the Ferry Building, in the Ferry Building Sub-Area of the Northeastern Waterfront Plan Area. The project site is in a P (Public) Zoning District. Two Height and Bulk Districts are on the project site; the north parcel has an OS (Open Space) designation and the remainder of the lots have an 84-E designation. The approximate 35,000 square-foot project site is currently used as a MUNI bus layover yard, and accommodates a MUNI vent shaft structure.

Adjacent to the north of the project site is Justin Herman Plaza, a park under the jurisdiction of the Recreation and Park Department. Adjacent to the east of the project site is vacant, paved City land which is right-of-way for The Embarcadero and under the jurisdiction of the Port of San Francisco. Vehicular access to the site is currently from Mission and Steuart Streets. Across Steuart Street to the west is the One Market Plaza highrise office complex. Across Mission Street to the south is the Audiffred building, a three-story office/restaurant structure.

The existing MUNI bus layover yard, including buses and the portable restroom on the site, would be removed and bus layover functions would be relocated to streets in the area. The new layovers are proposed to be in the following locations, all between Mission and Market Streets: No. 7, No. 21, and No. 71 lines would layover on the east side of Steuart Street; No. 9 line would be relocated to the east side of Main Street near Mission Street; Nos. 14, 14L and 14X lines would remain on the west side of Steuart Street; and No. 31 line would be moved to the

north side of Mission Street near Main Street. Two bus lines (No. 2 and No. 6) would relocate to the Transbay Terminal. Benches could be added to the sidewalk at some of the new on-street layover locations. A new restroom for the bus operators may be installed on a sidewalk in the vicinity of Main Street near Mission Street.

An alternative bus relocation strategy has been analyzed for comparison purposes. Under the alternative proposal all bus layover activity would be moved from Steuart Street and shifted to Mission, Spear, and Main Streets: No. 7 line would shift from the eastern side of Steuart Street to the western side of Spear Street between Market and Mission Streets; No. 21 and No. 71 lines would shift from the eastern side of Steuart Street to the southern side of Mission Street between Steuart and Spear Streets; No. 9 line would be rerouted to the Ferry Building with a curbside layover in front of the building; Nos. 14, 14L, and 14X lines would be relocated from the western curb of Steuart Street to the northern curb face of Mission Street between Steuart and Spear Streets; No. 31 bus layover would shift from the northern side of Mission Street to the western side of Spear Street; and No. 2 line would shift from the Transbay Terminal to the eastern side of Main Street. The No. 6 line will return to layover at the Transbay Terminal site.

The project would construct a hotel which varies from 40 to 84 feet in height, and which contains a restaurant and a retail space. The proposed approximate 137,000 gross square foot project would consist of a new eight-story hotel building plus mechanical/loft penthouse. The building would contain approximately 200 hotel rooms, approximately 3,000 square feet of a restaurant/café plus 1,500 square feet of outdoor eating space, approximately 1,050 square feet of retail space to be operated by the Market Street Railway Company (which would sell items related to the historic trolley service), approximately 2,200 square feet of meeting room space, approximately 3,800 square feet of valet parking space, one off-street loading space, and approximately six bicycle spaces. The project would accommodate a transit shelter on the project site, adjacent to the hotel.

A *porte-cochere* would be located on Mission Street to access the hotel lobby. Nine independently accessible (or seventeen valet) parking spaces and one loading space would be accessed from Steuart Street. About six off-street bicycle spaces would be provided in the valet parking area.

A passive use of the City right-of-way which is adjacent to the east of the project site and next to The Embarcadero is proposed as part of the project. "Passive use" would include benches, awnings, and minor pedestrian improvements. Seating for an outdoor café may also be located on the City right-of-way.

No building demolition would occur on the project site. Portable restrooms currently used by operators of MUNI vehicles would be removed from the site, and asphalt and other impervious surfaces would be demolished and removed. The existing MUNI vent shaft for the underground subway service and its surrounding structure would be retained. The commemorative sculpture at the corner of Mission and Steuart Streets may be moved a few feet, but would remain on the property near the same intersection.

Zoning of the site would be changed from P (Public) to a C-2 (Community Business) or C-3-O (Downtown Commercial) District in order to construct a commercial building on City property. The OS (Open Space) designation of Lot 17 on the Height and Bulk District Map would be changed to 84-E, which is the same as the existing designation of the remainder of the project site.

1.2 MAIN ENVIRONMENTAL EFFECTS

Zoning and Land Use Effects

The project would require reclassification of the land use zoning of the site from P (Public) to a C-2 (Community Business) or C-3-O (Downtown Office) District under Sections 302 and 306 of the *San Francisco Planning Code.* The proposed zoning change to either C-2 or C-3-O would permit residential, institutional, office, retail, and light industrial uses. Other uses, including hotels, would be permitted with conditional use authorization in both the C-2 and C-3-O districts. The OS (Open Space) designation of Lot 17 on the Height and Bulk District Map would change to 84-E, which is the same as the existing designation of the remainder of the project site. Map 2 of the Northeastern Waterfront Element of the *General Plan* would be amended to make it consistent with this redesignation of Lot 17 in the Height and Bulk District Map.

The proposed project would change the land use of the project site from a public transportation use (bus layover functions) to a hotel use with accessory retail, parking and loading uses. As an expansion of commercial development similar to adjacent land uses across Steuart Street and Mission Street, the hotel development would be compatible with existing nearby uses. Intensification of land use due to the new hotel would not be substantial when considered in relation to the amount of existing office, hotel, retail, and tourist-serving commercial space in the immediate project vicinity. The proposed uses would be consistent with the character of the project area, and would not divide or disrupt an established community. Thus no significant land use impacts would occur as a result of the new uses proposed on the project site. Potential impacts related to the relocation of the existing public transportation use are discussed under the topic of transportation, below.

Visual Quality Effects

The proposed project would result in a visual change to the project site by replacing overhead wires and a paved bus layover area with a new hotel building. The new building would not visually alter the character of the surrounding area, would not stand out from locations other than those with direct views of the site, and would not introduce building materials or an architectural style that are foreign to the surrounding neighborhood. Thus the project would not result in a substantial, demonstrable negative aesthetic effect.

The eight-story Mission-Steuart Hotel would be shorter than the One Market Plaza highrise complex to the west and would be of similar height to several of the structures that span the block between Mission and Howard Streets, from Spear Street to The Embarcadero, including the Rincon Center project. The hotel would not block any major view corridors.

Shadow

Section 295 of the *San Francisco Planning Code* (the *Sunlight Ordinance)* prohibits new shadow upon public spaces under the jurisdiction of the Recreation and Park Department by any structure exceeding 40 feet in height unless the new shadow is found to be less than significant by the San Francisco Planning Commission, with the advice of the Recreation and Park Commission. In the past new shadows have been considered less than significant if they fell below cumulative limits established by resolution or if they are "de minimus." The

proposed hotel project would reach a height of about 84 feet and would introduce new shadow to Justin Herman Plaza at times of the year. The new shadow would not exceed the amount that would occur with a 40-foot-tall building and the shadow from such a building would not be considered significant. Thus it is anticipated that shadow from the proposed hotel would not be considered significant.

Transportation

The analysis of potential transportation impacts considers the potential implications of relocating MUNI bus layover functions to the streets in the vicinity of the project site, and considers the increase in activity that would result from construction and operation of the proposed hotel. Relocation of bus layover functions are assessed in terms of transit passenger service, transit operations, and potential traffic congestion.

Based on the minimal changes to route structure, the proposed MUNI bus layover yard relocation would have minimal impact on transit ridership. Passengers for the No. 7, No. 14, No. 14L, No. 14X, No. 21, No. 66, and the No. 71 lines would continue to board and alight in the vicinity of the Mission-Steuart layover site. Bus patrons on the No. 31 and the No. 9 bus lines, depending upon their destinations, may be required to walk additional distances of one or two blocks to and from the on-street bus layover locations.

An analysis of potential relocation impacts on transit operations considered the potential for additional equipment needs, as well as operational impacts. Operational impacts were quantified in terms of revenue miles traveled *(i.e.,* the distance that transit vehicles would have to travel) and revenue service hours *(i.e.,* the additional time that transit vehicles would have to be in service). The assessment of revenue service hours considered both the distance that transit vehicles must travel, and the potential for delays along the transit route.

Under the preferred proposal, relocation of the buses to on-street locations would result in the need for one additional bus to serve the 21-Hayes line to accommodate the additional running time associated with increased traffic signal delays. One less bus would be required to serve the 6-Parnassus line, due to its shortened route, which would terminate at the Transbay Terminal. Because relocation of the 6-Parnassus to the Transbay Terminal will occur following completion of the F-Line extension whether or not the current project is

implemented, the savings of one bus on this line would not be attributable to the project. Thus, the Mission-Steuart Hotel Project would result in the need for one net new bus to allow continued service after relocation of MUNI bus layover functions.

Relocation of the transit lines currently served at the layover lot to on-street locations would shorten the distance that some buses would have to travel, because the new locations would be marginally closer-in to the central downtown and the areas served by each route. For example the proposed on-street layover site for the 31-Balboa on the north side of Mission Street near Main Street would make the route about 270 feet shorter than if the line continued to the lot at Mission and Steuart Streets. When the modifications to all affected routes are considered together, relocating the buses as proposed would result in a total decrease of about 87 daily revenue miles traveled on weekdays.

Despite the decrease in distance traveled by some buses as a result of relocation, some buses would take longer to complete their route because they would have to pass through more signalized intersections, where congestion or red lights could result in delay. When the potential for increased delay along all affected routes are considered together, relocating the buses would result in a total increase of about 13 daily revenue bus hours on weekdays. In the context of the total existing revenue bus hours attributable to affected lines (about 1,460 hours per day on weekdays), this increase of 13 hours, or less than one percent, would not be considered a significant impact.

The No. 14 lines were moved form the Steuart Street lot to their current on-street locations during construction the MUNI Metro Turnaround and the F-Line extension, and would return to the Steuart Street lot unless the hotel project is implemented. Because the No. 14 bus lines currently lay over on-street, the operational impacts of retaining the No. 14 lines in the on-street layover location were not initially included in the overall project impacts. If both layover locations are compared, it is estimated that an additional 11 daily revenue bus hours would be associated with retaining the No. 14 lines at their on-street locations. This would not be a change from existing conditions, and would not be considered significant.

Traffic in the vicinity of the existing layover lot and proposed on-street layover locations can be congested at some times of the day, and the presence of large (40- to 60-foot) transit vehicles operating on streets in the area contributes to that congestion. Relocating bus layover

functions to City streets would mean that fewer buses would be operating on some blocks, and more buses operating on others. Increased traffic congestion could result if buses were to occupy travel lanes for long periods due to double parking or if the layover areas identified could not accommodate all of the buses present at any one time. In general, however, buses would occupy the curb lane of streets upon which buses already travel, and layover areas would be sized to accommodate the maximum number of buses expected to occur during peak periods. As a result, any increases in traffic congestion as a result of the bus relocation are expected to be limited in both location and duration, and would not reach a level of significance.

Transit ridership would not be substantially affected by the MUNI bus layover yard relocation. MUNI buses that currently enter and exit the site would be relocated to various on-street MUNI bus layover locations, reducing the volume of transit vehicles on Steuart Street.

For comparison purposes, an alternative MUNI bus layover proposal has been considered. This alternative would have somewhat different non-significant impacts compared to the preferred proposal due to the different locations for layover functions. Under the alternative proposal, the rerouting of the 9–San Bruno bus to the Ferry Terminal would result in the need for one additional bus to serve this route. This alternative proposal would reduce the number of buses turning left from Mission Street on to Steuart Street and therefore would slightly improve traffic flow operations on Mission Street. The number of buses on Spear Street would increase under this alternate proposal as bus layover facilities are relocated from Steuart Street to Spear Street.

The proposed development on the project site is estimated to generate a total of approximately 4,160 daily person-trips. Due to the nature of shift work for employees and the patterns of hotel guests, a small percentage of the hotel and retail trips, three percent and four percent respectively, would be generated during the standard evening peak commute hour. This translates to 188 new p.m. peak hour project related trips, distributed among various transportation modes, including walking, transit, and automobile. The main pedestrian entrance to the hotel and the *porte-cochere* would be located off of Mission Street. Most pedestrians would enter at this location, as would cars and taxis. Autos entering the parking garage, located off of Steuart Street, would be handled through a valet parking operation.

Under the Existing Plus Project condition, the level of service at each of the key intersections analyzed would remain the same as under the existing acceptable conditions. Localized traffic would increase on Mission Street between The Embarcadero and Steuart Street as vehicles arrive at the hotel *porte-cochere* and move between the passenger loading and unloading area and the parking facility. The peak hours of activity for the hotel would not coincide with the peak hours of activity of the adjacent streets. Under the Cumulative 2015 conditions, intersections analyzed would continue to operate at LOS C or better, and no substantial increase in travel delays is expected at the Mission Street / Steuart Street intersection.

The proposed hotel would generate approximately 35 transit trips (20 inbound and 15 outbound outbound) during the p.m. peak hour. Based on the project trip distribution, 26 trips would be internal to San Francisco and would be expected to use MUNI. Most of the MUNI riders would be crossing the Northwest screenline. The remaining nine transit riders would be spread among the regional transit carriers. The project's contribution to the projected cumulative increase in transit ridership would not be considerable, and therefore is not considered a significant cumulative effect.

The project would have total parking demand of 68 spaces: 29 spaces for long-term parking demand and 39 spaces for short-term parking demand. The Mission-Steuart Hotel project proposes to provide nine independently accessible parking spaces on the site occupying about 3,800 square feet. One of the spaces would be designated for handicapped use. Through valet operations, the number of parking spaces would be expanded to 17 spaces. Six bicycle parking spaces would be provided in the designated parking area. The parking spaces would be accessible from Steuart Street and would serve hotel guests.

The Mission-Steuart Hotel project would generate approximately 121 pedestrian trips (35 transit and 86 walk trips) during the p.m. peak hour. Activity from the hotel project at the project site would be comparable to the current pedestrian activity at the site associated with the MUNI bus layover yard. However, pedestrian activity in the area would be expected to increase by an estimated 40 additional trips during the p.m. peak hour due to nearby pedestrian activity at the relocated on-street MUNI bus layover locations. The 15-foot sidewalk proposed for the east side of Steuart Street and the 10-foot sidewalk proposed for Mission Street would be of sufficient width to accommodate the pedestrian flows anticipated without resulting in crowded conditions.

The project would generate fewer than six bicycle trips during the p.m. peak hour. Steuart Street is under consideration for creation of bicycle lanes. The Department of Parking and Traffic is coordinating the project with MUNI to ensure that it would be compatible with the proposed bus layover operations on Steuart Street and that the hotel operations would not conflict with the proposed bicycle lane.

The *porte-cochere* could accommodate approximately two vehicles at a time. During peak use periods, cars and/or vans may periodically queue back in to Mission Street and would need to be accommodated on-street to avoid traffic flow disruption on Mission Street. With expansion of the *porte-cochere* or provision of an on-street passenger loading area with two additional loading spaces (*i.e.*, "white zone") on Mission Street proposed as mitigation, the impact would not be considered significant.

On the infrequent occasions when tour buses might pick-up and drop-off passengers at the hotel, a white curb zone, adjacent to the hotel on the east side of Steuart Street south of the 7-Haight MUNI bus layover, would accommodate passenger loading activity. The provision of this passenger loading zone for tour buses would minimize the potential disruption to MUNI passenger loading activities along the eastern curb of Steuart Street associated with double parking of tour buses or spillover of tour buses into the MUNI bus loading zone.

Over the duration of construction, an average of approximately 15 trucks per day would be expected to visit the site. Most concrete deliveries to the site would occur in the morning, but trips could be expected to occur over a 12-hour period between 6:00 a.m. and 6:00 p.m. Construction staging would occur on the site and adjacent sidewalks and streets. Closure of adjacent sidewalks would be requested for the duration of the project construction and temporary pedestrian walkways would be provided as required. At least two lanes, one in each direction, would always be maintained on Steuart Street and Mission Street. This request would be coordinated with the approving agencies and MUNI.

The closure of adjacent traffic lanes during the 16-month construction period could affect traffic circulation in the area and would disrupt bus layover operations proposed for the east side of Steuart Street. However, this would be considered a temporary and therefore non-significant impact.

In summary, the project would not result in any significant transportation effects that could not be mitigated if the project was implemented.

Air Quality

Project-related daily emissions would not exceed (violate) the Bay Area Air Quality Management District (BAAQMD) significance threshold for each of the pollutants analyzed. Therefore, project-related increase in air emissions would have a less-than significant impacts on regional air quality. Project-related emissions would not meet or exceed any micro-scale impact analysis criteria. Therefore, the project would not result in any significant adverse micro-scale air quality impacts.

Because the project would not exceed any project-specific threshold of significance, it would not result in any significant cumulative impacts.

Growth Inducing Effects

The proposed project would have no discernible effect on the growth or concentration of population in the neighborhood, city or region, although it would incrementally increase area employment and the number of visitors to the project site. The project would be infill development within a built-out environment.

1.3 MITIGATION MEASURES

Mitigation Measures Proposed as Part of the Project

Measures identified in this report to mitigate the potentially significant environmental effects are included below and in Chapter 4.0. Some measures have been agreed to by the project sponsor and are thus proposed as part of the project. Other measures are identified in this EIR and may be imposed by decision makers if deemed feasible. Measures preceded by an asterisk (*) are contained in the Initial Study (see Appendix A) as well as Chapter 4.0.

A. *Construction Noise Impacts

A.1 The project sponsors shall require that the contractors' equipment and trucks used for project construction shall utilize the best available noise control techniques (e.g., improved exhaust mufflers, equipment redesign, use of intake silencers, ducts, engine enclosures, and acoustically attenuating shields or shrouds) in order to minimize construction noise impacts.

Prior to project construction, the project sponsors shall require all construction equipment used by the contractor(s) (except for impact tools, pavement breakers and jackhammers) to be tested as part of the environmental compliance monitoring program for enforcement of mitigation measures, to ensure that equipment noise does not exceed 80 dBA at 100 feet.

A.2 Stationary noise sources shall be located as far from adjacent offices as possible. If they must be located near existing offices, they shall also be enclosed within temporary sheds.

A.3 The project sponsors shall require the contractor(s) to use hydraulically or electrically powered impact tools (e.g., jack hammers, pavement breakers, and rock drills) wherever possible to avoid noise associated with compressed air exhaust from pneumatically-powered tools. However, where use of pneumatically powered tools is unavoidable, an exhaust muffler on the compressed air exhaust shall be used; this muffler can lower noise levels from the exhaust by up to about 10 dBA. External jackets on the tools themselves would be used where feasible, and this could achieve a reduction of 5 dBA.

B. *Pile Driving Noise Impacts

B.1 Wherever possible, the project sponsors shall require the contractor(s) to use sonic or vibratory pile drivers instead of impact pile drivers (sonic pile drivers are only effective in some soils). Such drivers can reduce maximum noise levels by as much as 12 dBA.

(This measure may not be appropriate for the project because vibratory piles could result in liquefaction of on-site Bay Mud.)

B.2 Pile holes shall be pre-drilled to the extent feasible to reduce potential noise and vibration impacts.

If the project is approved, the Department of Public Works may also determine that some of the following measures, or combination of measures would be necessary and/or feasible to reduce impacts to a less-than-significant level:

B.3 The project sponsors shall prohibit pile driving during the peak lunch hour (preferably including the half-hour before and after) to minimize potential impacts on adjacent and nearby restaurants and lunchtime plaza users.

B.4 The project sponsors shall require that the contractor(s) include engine and pneumatic exhaust controls on pile drivers as necessary to ensure that exhaust noise from pile driver engines does not exceed 80 dBA at 100 feet. Such controls can reduce noise levels by 6 dBA.

B.5 The project sponsors shall require the contractor(s) to use an acoustical enclosure or baffling around the pile driver to minimize noise peaks when the driver strikes the pile. The enclosure shall be constructed with noise-insulating materials and shall be as high as the maximum height of pile when struck by the driver. An acoustical enclosure around the pile driver can reduce pile-driving noise by as much as 20 dBA (Lmax) if the pile driver is fully enclosed and up to 12 dBA (Lmax) if it is enclosed on the three sides facing the receptor. Reductions can be achieved using the following controls or practices depending on the pile driving method used:

- Enclosing sheetpiles by tying rubber aprons (lined with absorptive material such as felt or foam rubber of a thickness of 15 to 30 mm) around the sheetpile. As the sheetpile is driven into the ground, the rubber apron has to be raised or removed.

- Using lined telescoping pipe to enclose the pile driver and pile. The telescoping pipe stands on the ground and gradually collapses as the driving process continues.

- If piles are freestanding, using pile driver enclosures.

- Using the English pile driver method, where steel piles are driven into the ground hydraulically.

C. *Construction Air Quality

C.1 The project sponsors shall require the contractor(s) to spray the project site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions. *Ordinance 175-91*, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsors shall require that the contractors obtain reclaimed water from the Clean Water Program for this purpose.

C.2 The project sponsors shall require the project contractors to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions from equipment that would be in frequent use for much of the construction period.

D. *Cultural

D.1 Should evidence of cultural resources of potential significance be found during site disturbance, the project sponsors shall immediately notify the Environmental Review Officer (ERO), and the project sponsors shall halt any activities which the archaeologist and the ERO jointly determine could damage such cultural resources. Ground disturbing activities which might damage cultural resources would be suspended for a total maximum of four weeks over the course of construction.

After notifying the ERO, the archaeologist shall prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsors, which would contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO would recommend specific additional mitigation measures to be implemented by the project sponsors. These additional mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, preservation, and recovery of cultural material.

Finally, the archaeologist shall prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration and/or recovery program was conducted.

Copies of all draft reports prepared according to this mitigation measure shall be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report(s) would be sent by the archaeologist directly to the President of the Landmarks Preservation Advisory Board and the California Archaeological Site Survey Northwest Information Center. Three copies of the final archaeology report(s) shall be submitted to the Office of Environmental Review, accompanied by copies of the transmittals documenting its distribution to the President of the Landmarks Preservation Advisory Board and the California Archaeological Site Survey Northwest Information Center.

E. Transportation

E.1 All buses shall be relocated from the MUNI bus layover yard prior to the commencement of construction on site.

E.2 The project sponsors shall expand the proposed *porte-cochere* to accommodate two additional vehicles or shall work with the Department of Parking and Traffic to establish a two-vehicle white zone on the north side of Mission Street to the east of the *porte-cochere* entrance to accommodate the potential overflow of vehicles that could queue to

load or unload passengers. A 40-foot curb area exists between the *porte-cochere* and The Embarcadero sidewalk.

E.3 The project sponsor shall work with the Department of Parking and Traffic to establish a white zone on the east side of Steuart Street, south of the proposed 7-Haight bus layover zone, to accommodate the loading and unloading of tour buses. A 40-foot curb area exists between the proposed 7-Haight layover zone and the Mission Street sidewalk.

E.4 The project contractor shall limit construction staging for the project to Mission Street and Steuart Streets. Two travel lanes shall be maintained on each of these streets during the construction period to ensure local traffic circulation.

E.5 The project contractor shall maintain a pedestrian passage (or sidewalk) on The Embarcadero throughout the duration of the project to ensure safe pedestrian passage on this busy segment of roadway.

E.6 The project sponsors shall work with MUNI and the Department of Parking and Traffic to identify an acceptable temporary location for the 7-Haight bus layover as required during the hotel construction period.

1.4 ALTERNATIVES TO THE PROPOSED PROJECT

CEQA requires an analysis of a reasonable range of alternatives that would reduce or eliminate significant impacts of a project. Though the Mission-Steuart Hotel Project would have no significant impacts, a no project and a reduced development alternative have been included in this analysis. These alternatives would avoid or reduce non-significant impacts related to transit services, shading and other environmental issues. A discussion of potential off-site alternatives is also included.

No Project Alternative

This alternative would entail no immediate change to the site. The proposed hotel and adjacent transit shelter would not be constructed. Buses would continue to use the site as a MUNI bus layover yard for eight of the nine lines that currently use the site. The 6–Parnassus

line, which previously terminated at the Transbay Terminal, will return to layover at the Transbay Terminal site, independent of the Mission-Steuart Hotel project, when the F-Line Trolley becomes operational to Fisherman's Wharf. In addition, the 14-Mission, 14L–Mission Limited, and 14X–Mission Express bus lines that were temporarily moved during construction of the MUNI Metro Turnaround and The Mid-Embarcadero Roadway would return to the project site upon completion of The Mid-Embarcadero Roadway project.

The trolley tracks, which are currently under construction, would be completed on the project site adjacent to the northern property line. The F-Line Trolley station would not be constructed.

If the No Project Alternative were implemented, no impacts of the project would occur, and none of the project objectives would be met.

Reduced Scale Alternative: 40-Feet Tall

This alternative would construct a 40-foot-tall hotel with approximately 114 rooms compared to a 40- to 84-feet tall with 200 hotel rooms for the project. The proposed approximate 87,000 gross square foot alternative would be about 50,000 square feet smaller than the project. The building would contain the same amount of restaurant/café, retail, meeting room space, and parking as the project would (approximately 3,000 square feet of a restaurant/café plus 1,500 square feet of outdoor eating space, approximately 1,050 square feet of retail space to be operated by the Market Street Railway Company, approximately 2,200 square feet of meeting room space, approximately 3,800 square feet of valet parking space, and one off-street loading space). This alternative would accommodate a transit shelter on the project site, the same as with the project. The MUNI bus layover yard would be relocated from the project site with buses moving to the same locations as for the project. The site would be rezoned from P to C-2 or C-3-O, and the Height/Bulk District Map would be amended to change the Height/Bulk limit of Lot 17 from OS (Open Space) to 84-E and Map 2 of the Northeastern Waterfront Plan Element of the *San Francisco General Plan* would be amended to make it consistent with this redesignation of Lot 17 on the Height and Bulk District Map.

Land use impacts would be the same for this alternative as for the project, however the intensity of development would be somewhat less. Views of the site would be of a 40-foot tall hotel compared to an 84-foot tall hotel for the project and compared to a bus layover yard for the No Project Alternative. Shadow impacts on Justin Herman Plaza would be the same as with the 84-foot hotel building, and this alternative would not have a significant shadow impact in compliance with the *Sunlight Ordinance*.

This alternative would generate about 2,664 daily trips compared to about 4,160 for the project. A total of about 139 p.m. peak hour trips would occur with this alternative compared to 188 for the project. During the p.m. peak hour 44 automobile trips, 26 transit trips, 64 pedestrian trips, and six bicycle trips would occur to/from the project site with this alternative, compared 60 automobile trips, 35 transit trips, 86 pedestrian trips, and seven bicycle trips with the project. As with the project, this alternative would result in cars and/or vans periodically queuing back in to Mission Street that would require on-street passenger loading as mitigation to reduce potential queuing impacts.

With this alternative as with the project, increases in air emissions would have a less-than-significant impact on regional and micro-scale air quality.

Less-than-significant temporary construction noise, traffic and air quality impacts would occur on the Mission-Steuart Hotel site although the duration of impacts would be expected to be less for this alternative than for the project. The same number of temporary construction jobs for building the hotel and trolley station would be expected for this alternative as for the project except that the duration of these jobs would be less.

This alternative would not meet the basic objective of Mission & Steuart Hotel Partners, LLC to own and operate a boutique hotel creates an adequate return for its investors and adequate security for its lenders.

Mission-Steuart Hotel Partners would not be willing to develop the property if only permitted to construct about 114 hotel rooms unless the ground lease payments to MUNI were substantially reduced. MUNI needs to maximize the ground lease payments for the site to

justify the capital and operation expenses incurred by the hotel development. Thus it is not clear that MUNI's objectives for the site would be met either.

Off-Site Alternatives

If an off-site alternative was constructed and implemented, (non-significant) impacts associated with relocation of bus layover functions would not occur, and (non-significant) impacts of the proposed development project at Mission and Steuart Streets would instead occur at the alternative site location.

Several possible off-site locations could accommodate the proposed development and provide a dedicated revenue stream to the City. These sites include the Kirkland Bus Yard in Fisherman's Wharf, and Assessor's Block 202 and 203, where ramps from the (now demolished) Embarcadero Freeway used to terminate at Clay and Washington Streets.

MUNI owns the Kirkland Bus yard at Bay and Stockton Streets, which is more than three times as large as the project site (about 113,440 square feet compared to 35,000 square feet). Diesel bus storage, repairs, maintenance, and dispatch services operate at the yard and are proposed for relocation to the Islais Creek area within the next few years.[1]

With a height limit of 40 feet, 200 hotel rooms along with restaurant and retail uses could be easily accommodated on this site in a development similar to the nearby Hyatt and Sheraton hotels in Fisherman's Wharf. Impacts of a hotel at the Kirkland Bus Yard site would be similar to those associated with proposed project, but would be experienced by residents, workers, and visitors to the Fisherman's Wharf area rather than downtown. Further analysis would be required to determine where congestion would occur, and if transportation impacts would be significant at this location.

MUNI will likely sell or lease the Kirkland Bus Yard site once its buses have been relocated, independent of any decision regarding the Mission-Steuart Street Hotel project. MUNI may

[1] City and County of San Francisco, *San Francisco Municipal Railway Facilities Plan 1998-2012,* July 8, 1998.

also trade the Kirkland Bus Yard or other site with the Port of San Francisco for Port property on which to place MUNI facilities.[2]

Assessor's Blocks 202 and 203 are located west of the Embarcadero, between Washington and Clay Streets, where ramps to/from the Embarcadero Freeway previously touched down. Both parcels are currently used as passive recreation space, serving as informal extensions of Justin Herman Plaza and the northern half of Assessor's Block 202, which are public open spaces under the jurisdiction of the City's Recreation and Park Department. With over 40,000 square feet (Assessor's Block 202, Lot 18), and over 64,000 square feet (Assessor's Block 203, Lot 14, which is under jurisdiction of the State), either one or both of these parcels could be an alternative location for the proposed 200-room hotel.

As with the proposed project, building massing on these sites would be dictated by shadow impacts, and the building(s) would have to be designed to ensure that new shadow on adjacent open spaces would not exceed the amount that would occur with a 40-foot-tall building. Impacts of development of the project on either of these alternative sites would be similar to those associated with development at the Mission-Steuart site, except that an area currently used as open space would be eliminated, resulting in a potentially significant land use impact.

Strong public and legislative support exist for retaining the Block 202 and 203 parcels in recreational use, and previous proposals for commercial development on these sites have been unsuccessful. Use of these sites for Butterfly Discovery Park, a butterfly and insect museum use, is currently under study.

1.5 UNRESOLVED ISSUES AND AREAS OF CONTROVERSY

Consistent with *CEQA Guidelines* Section 15004, this EIR has been prepared early in the planning process, when only preliminary or schematic project design information is available. As a result, there may be changes to the project as its design is refined and reviewed by Planning staff. Design changes are not expected to result in any new significant impacts, but will be analyzed, as necessary, to ensure that this is the case.

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[2] Kim, Henry, MUNI Project Manager, memo to Joy Navarrete, August 5, 1999.

The quality of MUNI service is of primary concern to citizens of San Francisco, and any proposal affecting a MUNI facility would be expected to generate debate. Thus, relocation of bus layover functions from the project site to on-street locations in the vicinity is the principal area of controversy associated with the proposed project. Ultimately, City decision-makers will determine whether the project's benefits, including its provision of a long-term revenue stream for MUNI, outweigh its impacts, as described in this EIR.

REFERENCES

City and County of San Francisco, *San Francisco Municipal Railway Facilities Plan 1998-2012,* July 8, 1998.

Kim, Henry, MUNI Project Manager, memo to Joy Navarrete, August 5, 1999.

2.1 INTRODUCTION

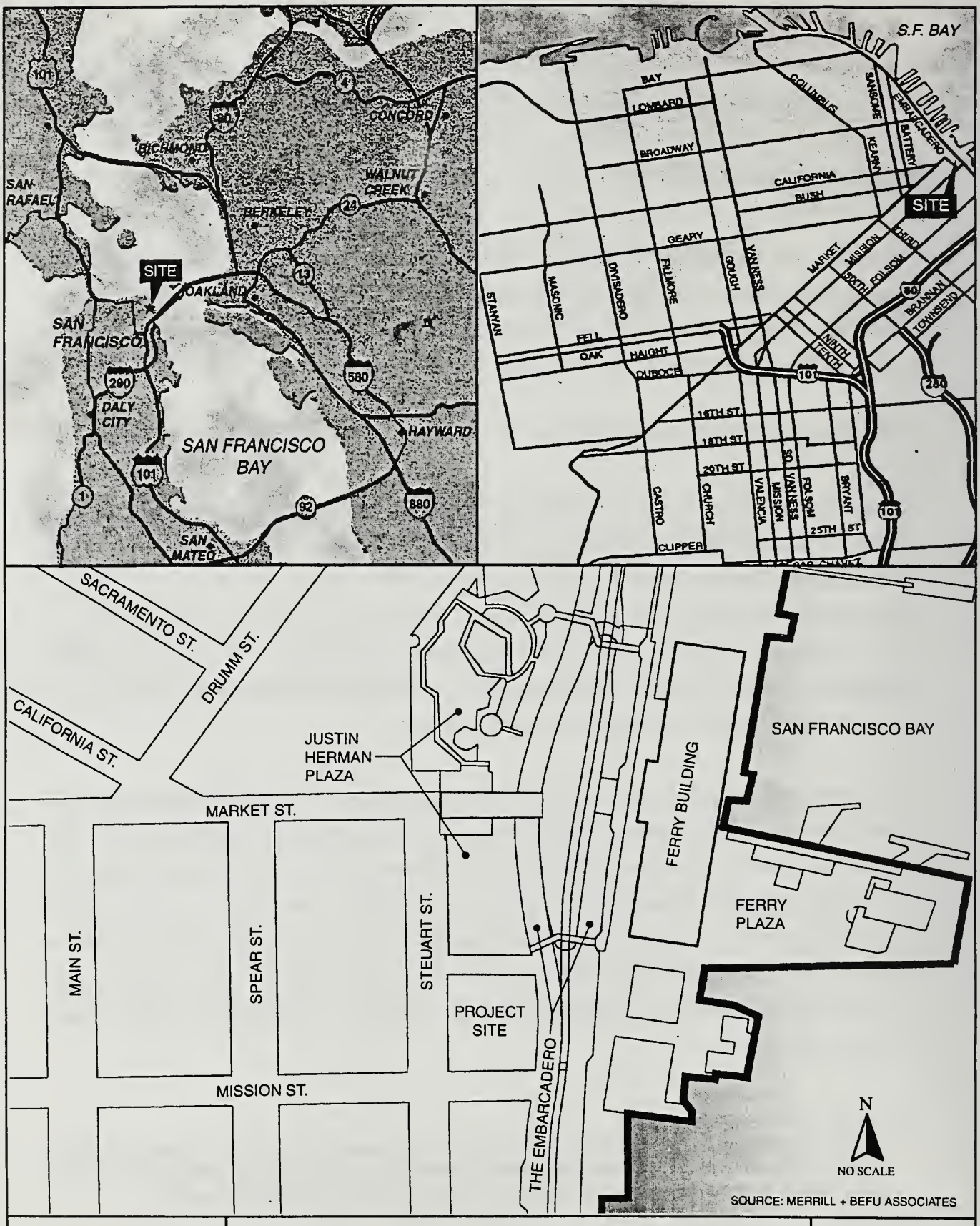
The proposed project is a joint project by MUNI and Mission & Steuart Hotel Partners, LLC, a private project sponsor, to rezone the project site and construct a 200-room hotel with accessory uses following relocation of MUNI bus layover functions. The hotel developer/operator would lease the site and provide MUNI with a long-term revenue stream.

2.2 PROJECT LOCATION

The project site is at the northeast corner of Mission and Steuart Streets, about one-half block south of Market Street near the Ferry building, in the Ferry Building Sub-Area of the Northeastern Waterfront Plan Area (Assessor's Block 3714, Lots 6, 7, 8, 9, and 17).[1] Figure 1 shows the site location. Low- to high-rise commercial uses and open space generally surround the project site. The project site is in a P (Public) Zoning District. Two Height and Bulk Districts are on the project site; the north parcel (Lot 17) has an OS (Open Space) designation and the remainder of the lots have an 84-E designation.

The approximate 35,000 square-foot project site is currently used as a MUNI bus layover yard. The layover yard accommodates a vent shaft structure associated with the underground MUNI Tunnel, and portable restroom facilities for MUNI drivers. Historically, activities at the layover yard have included dispatching of vehicles, some vehicle cleaning, and light repairs. Downtown layovers of transit vehicles are necessary to compensate for schedule deviations which occur due to congestion delays. Layovers provide a brief recovery period which increases the likelihood that outbound trips may originate as scheduled, even when inbound buses are delayed.

[1] For descriptive purposes, Market and Mission Streets are considered to run east-west, forming the project block's northern boundary and southern boundary, respectively. Steuart Street and The Embarcadero are considered to run north-south, forming the project's western and eastern boundary, respectively.



Mission-Steuart Hotel	Figure 1: Project Location	Maxwell & Associates

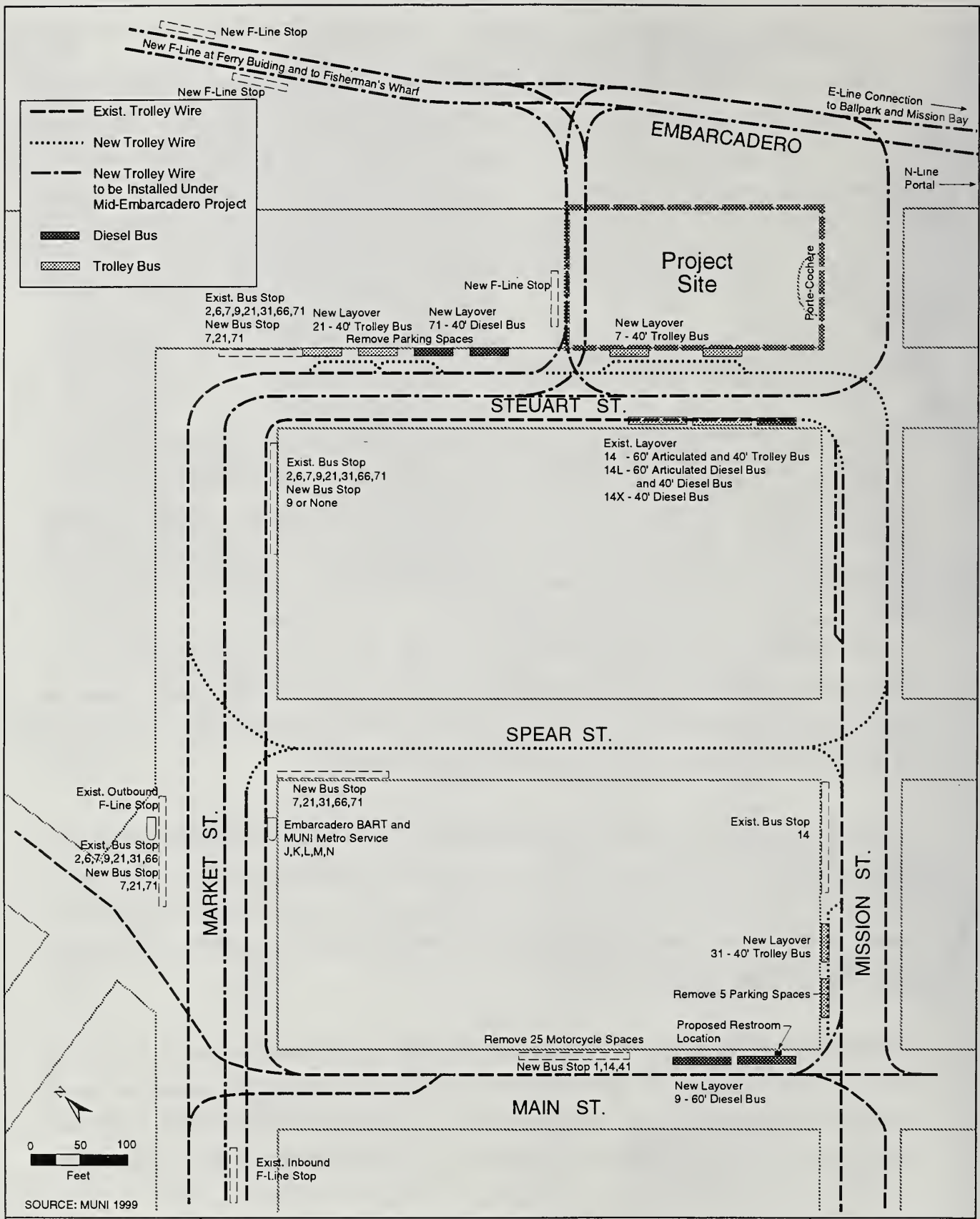
Adjacent to the north of the project site is Justin Herman Plaza, a park under the jurisdiction of the San Francisco Recreation and Park Department. Adjacent to the east of the project site is vacant, paved City land which is right-of-way for The Embarcadero and under the jurisdiction of the Port of San Francisco. Vehicular access to the site is currently from Mission and Steuart Streets. Across Steuart Street to the west is the One Market Plaza highrise office complex. Across Mission Street to the south is the Audiffred building, a three-story office/ restaurant structure.

2.3 PROJECT CHARACTERISTICS

The existing MUNI bus layover yard would be removed and bus layover functions would be relocated. These proposed MUNI bus layover locations are indicated on Figure 2, below. The new layovers are proposed to be in the following locations, all between Mission and Market Streets: No. 7, No. 21, and No. 71 lines would layover on the east side of Steuart Street; No. 9 line would be relocated to the east side of Main Street near Mission Street; Nos. 14 and 14X lines would remain on the west side of Steuart Street where they have been since construction of The Mid-Embarcadero project commenced; and No. 31 line would be moved to the north side of Mission Street near Main Street. Benches could be added to the sidewalk at some of the new on-street layover locations. A new restroom for the bus operators may be installed on a sidewalk in the vicinity of Main Street near Mission Street.

The proposed location of on-street layover areas have been the subject of community input and thus represent MUNI's preferred locations. Nonetheless, an alternative proposal which would include different on-street sites in the vicinity for all bus lines have been analyzed for comparison purposes. These options are described in the transportation section of Chapter 3.0, Environmental Setting and Impacts.

Following relocation of bus layover functions, the project would construct a 40- to 84-foot-tall hotel building having ground floor retail uses including a restaurant. The stepped nature of the project design is a result of the mandate of the *Sunlight Ordinance* that limits new shadow on public parks under the jurisdiction of the Recreation and Park Commission,


New F-Line Stop
New F-Line at Ferry Buiding and to Fisherman's Wharf
New F-Line Stop
E-Line Connection to Ballpark and Mission Bay
EMBARCADERO
N-Line Portal
Exist. Trolley Wire
New Trolley Wire
New Trolley Wire to be Installed Under Mid-Embarcadero Project
Diesel Bus
Trolley Bus
Project Site
Porte-Cochere
New F-Line Stop
Exist. Bus Stop 2,6,7,9,21,31,66,71
New Bus Stop 7,21,71
New Layover 21 - 40' Trolley Bus
Remove Parking Spaces
New Layover 71 - 40' Diesel Bus
New Layover 7 - 40' Trolley Bus
STEUART ST.
Exist. Bus Stop 2,6,7,9,21,31,66,71
New Bus Stop 9 or None
Exist. Layover
14 - 60' Articulated and 40' Trolley Bus
14L - 60' Articulated Diesel Bus and 40' Diesel Bus
14X - 40' Diesel Bus
SPEAR ST.
Exist. Outbound F-Line Stop
Exist. Bus Stop 2,6,7,9,21,31,66
New Bus Stop 7,21,71
MARKET ST.
New Bus Stop 7,21,31,66,71
Embarcadero BART and MUNI Metro Service J,K,L,M,N
Exist. Bus Stop 14
MISSION ST.
New Layover 31 - 40' Trolley Bus
Remove 5 Parking Spaces
Remove 25 Motorcycle Spaces
Proposed Restroom Location
New Bus Stop 1,14,41
New Layover 9 - 60' Diesel Bus
MAIN ST.
N
0 50 100
Feet
Exist. Inbound F-Line Stop
SOURCE: MUNI 1999

Mission–Steuart Hotel	Figure 2: MUNI Bus Layover Yard Relocation Site Plan	Maxwell & Associates

including Justin Herman Plaza. The proposed approximate 137,000 gross square foot[2] project would include construction of a new eight-story plus mechanical/loft penthouse hotel building. The building would contain approximately 200 hotel rooms, approximately 3,000 square feet of a restaurant/café plus 1,500 square feet of outdoor eating space, approximately 1,050 square feet of retail space to be operated by the Market Street Railway Company (which would sell items related to the historic trolley service), approximately 2,200 square feet of meeting room space, approximately 3,800 square feet of valet parking space, and one off-street loading space. The project would accommodate a transit shelter on the project site, adjacent to the hotel. Proposed uses inside the new building are as follows:

- First floor (street level): café and kitchen, retail space, meeting room space, off-street parking, lobby, and administrative offices
- Second: hotel rooms and administrative offices
- Third to eighth floors: hotel rooms
- Loft level: mechanical penthouse and loft areas of eighth floor hotel rooms

Figure 3 shows the site plan for the hotel site; Figure 4 shows building elevations; Figure 5 shows the ground floor plan; Figure 6 shows the 2nd floor Plan; and Figure 7 shows the 6th floor plan.

A *porte-cochere* would be located on Mission Street to access the hotel lobby. Nine independently accessible (or seventeen valet) parking spaces and one loading space would be accessed from Steuart Street. About six off-street bicycle spaces would be provided in the valet parking area.

A passive use of The Embarcadero right-of-way, which is between the project site and The Embarcadero and is under jurisdiction of the Port of San Francisco, is proposed as part of the project. "Passive use" would include benches, awnings, and minor pedestrian improvements. Seating for an outdoor café may also be located on the right-of-way.

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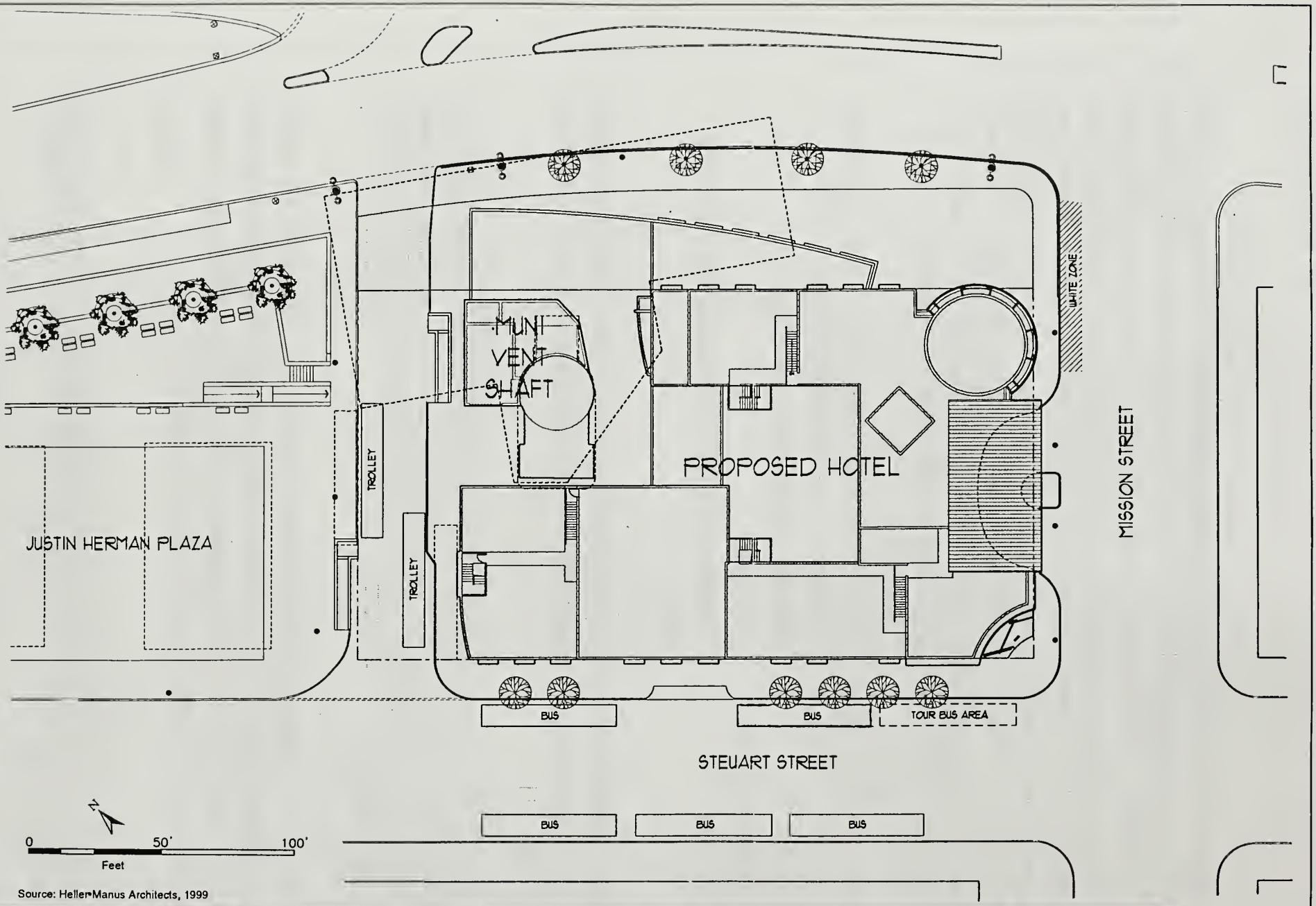
[2] Gross floor area is the area of the building subject to floor area ratio (FAR) calculations. Gross floor area excludes certain portions of the building, including but not limited to accessory parking and loading space, and mechanical space.

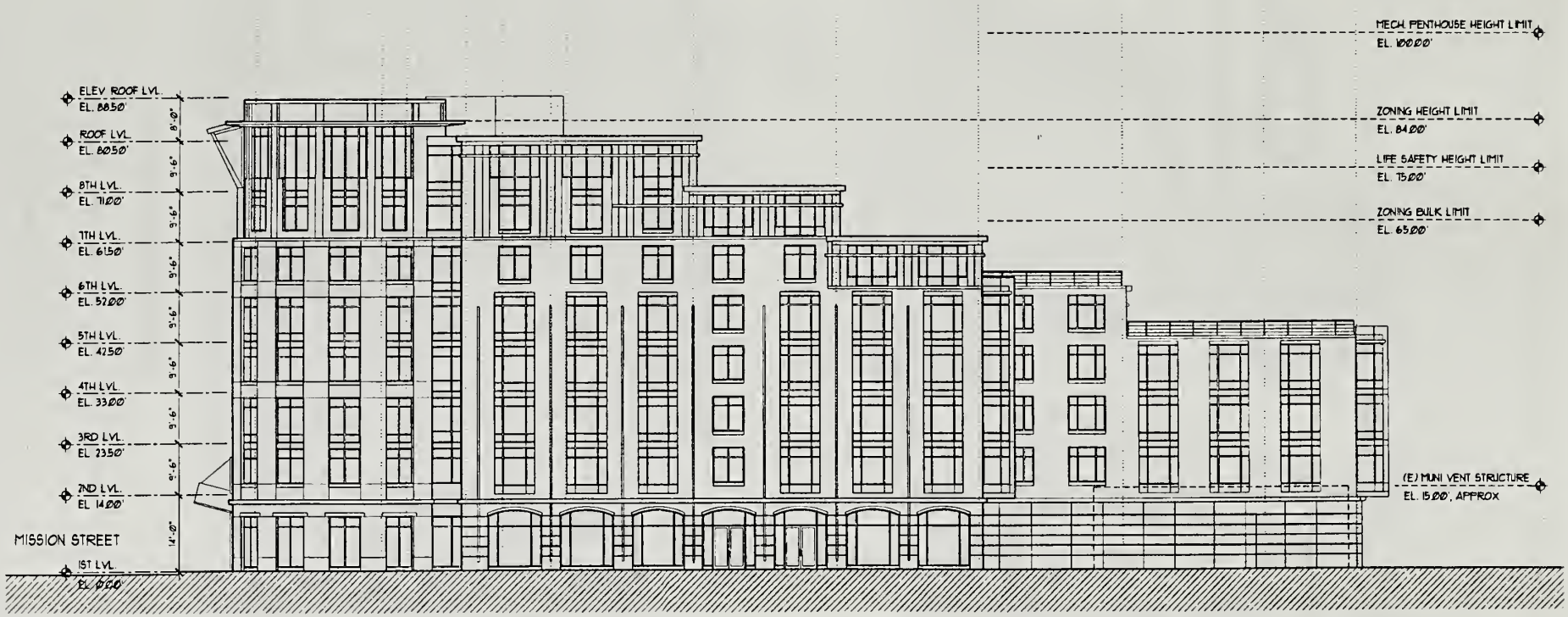


Source: Heller-Manus Architects, 1999

Mission–Steuart Hotel

Figure 3: Hotel Site Plan

Maxwell & Associates



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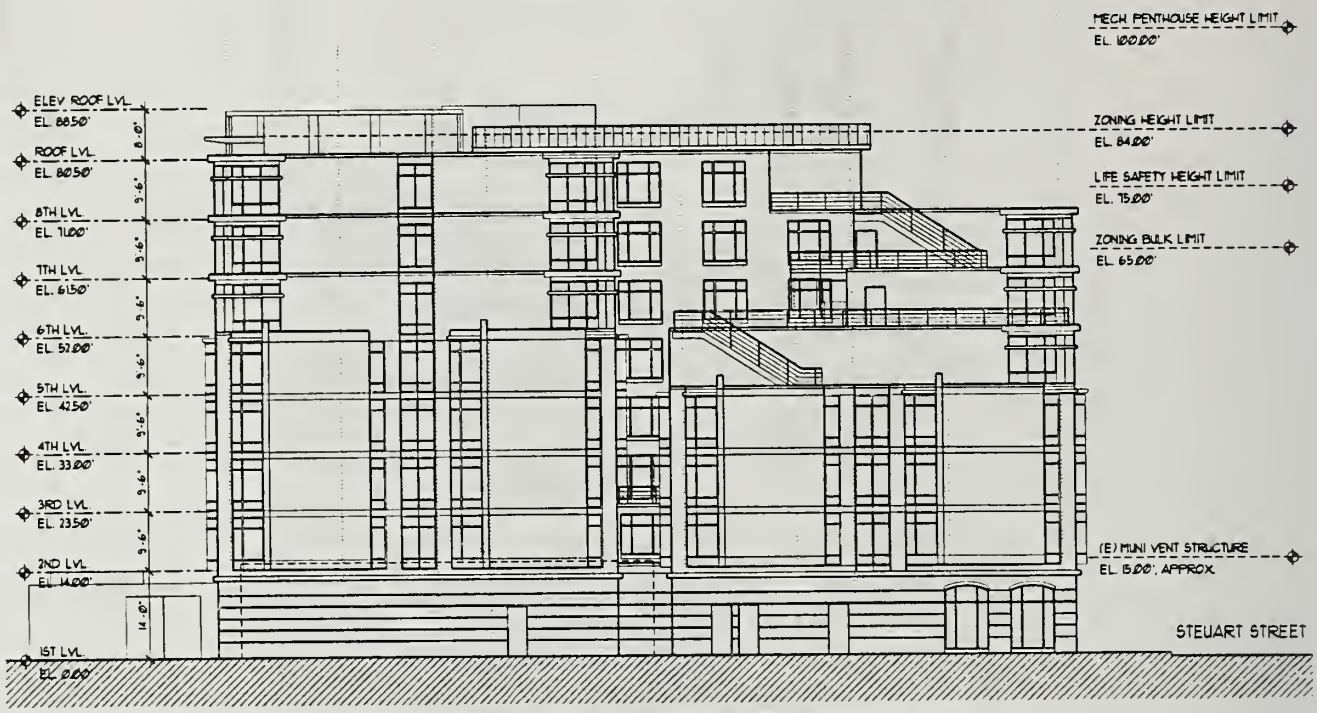
Source: Heller-Manus Architects, 1999

Mission–Steuart Hotel

Figure 4a: Embarcadero Elevation

Maxwell & Associates

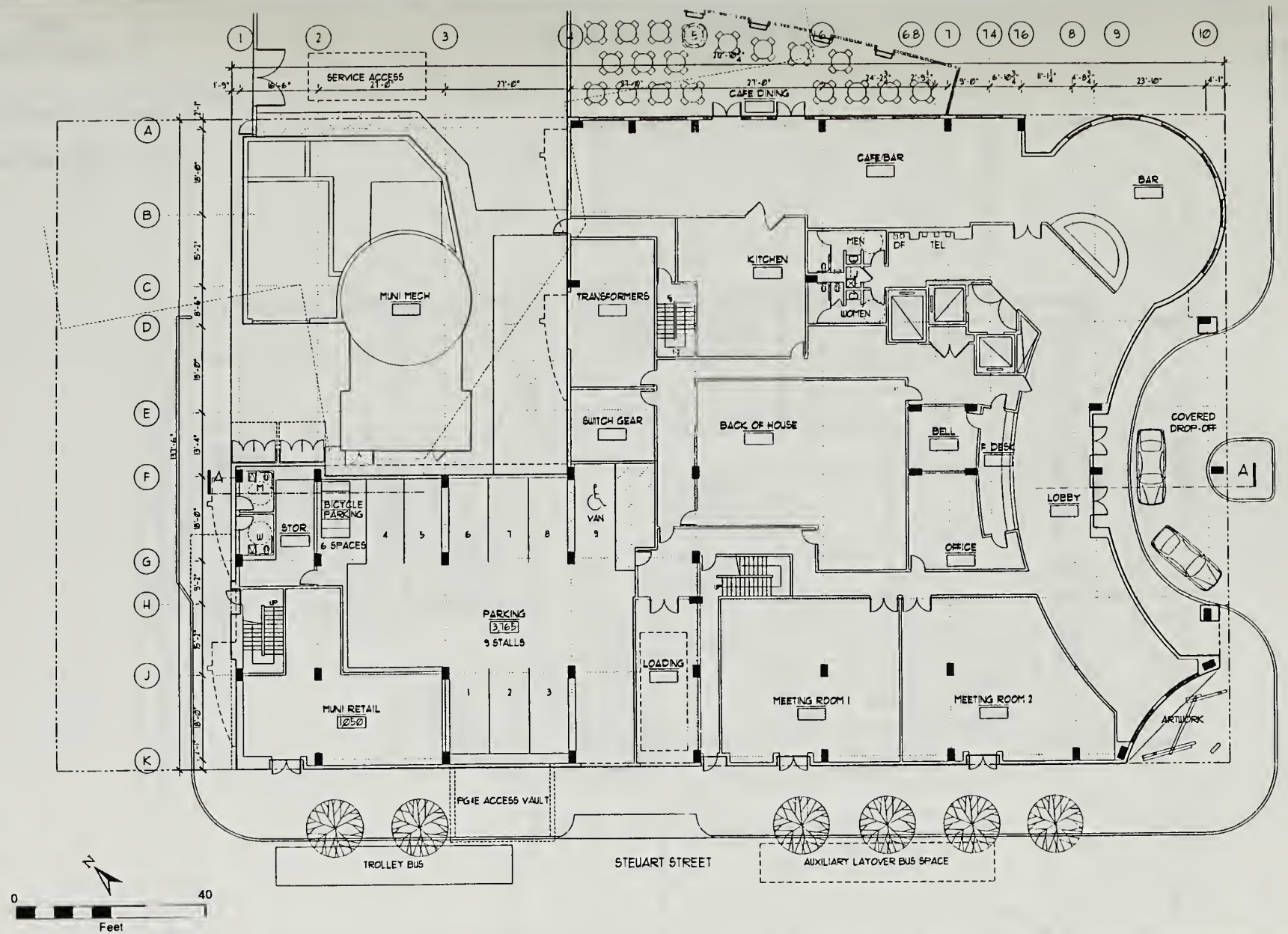


Justin Herman Plaza Elevation

Mission Street Elevation

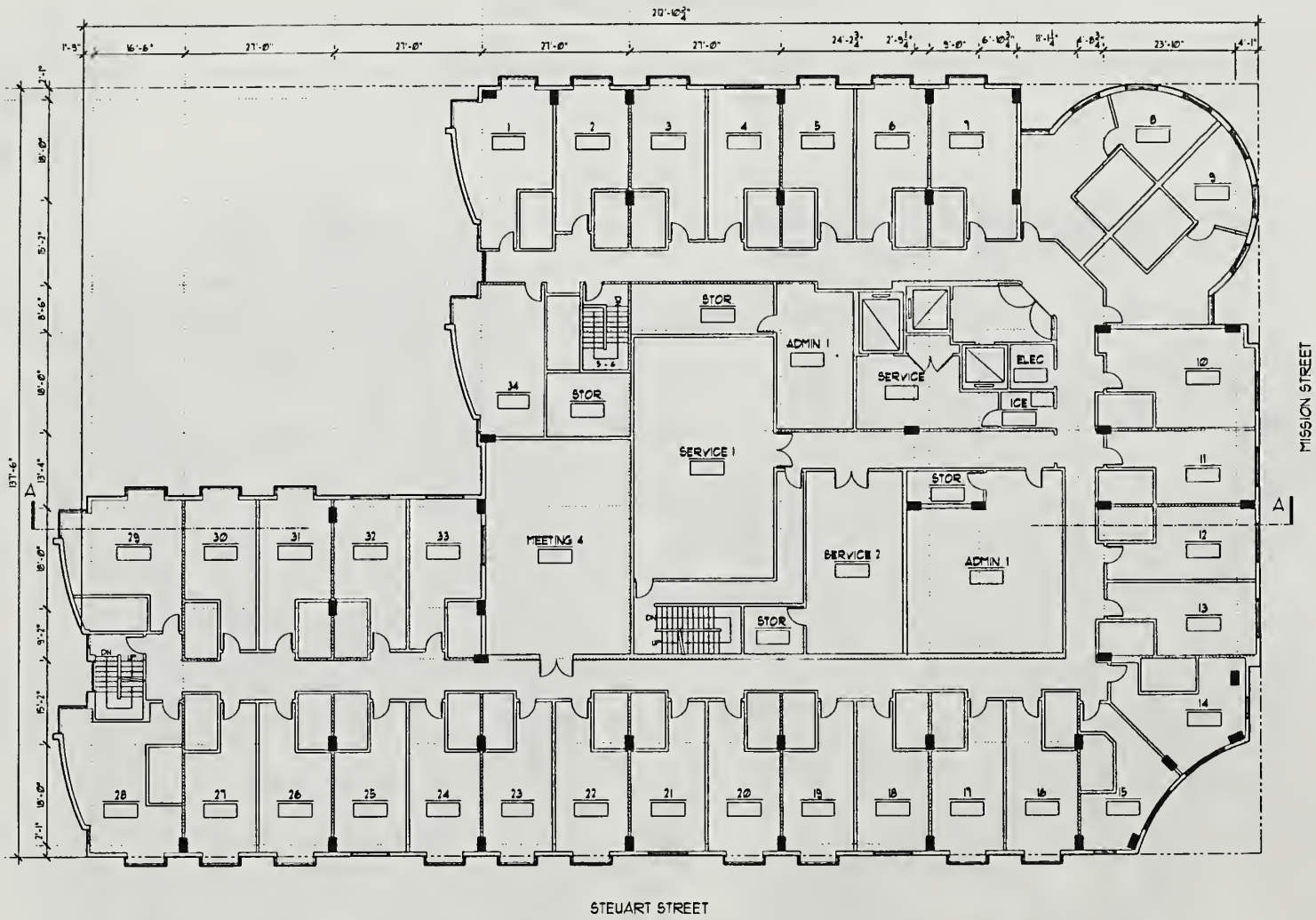
Source: Heller•Manus Architects, 1999

Mission–Steuart Hotel	Figure 4b: Elevations	Maxwell & Associates



Source: Heller-Manus Architects, 1999

Mission–Steuart Hotel	Figure 5: Ground Floor Plan	Maxwell & Associates



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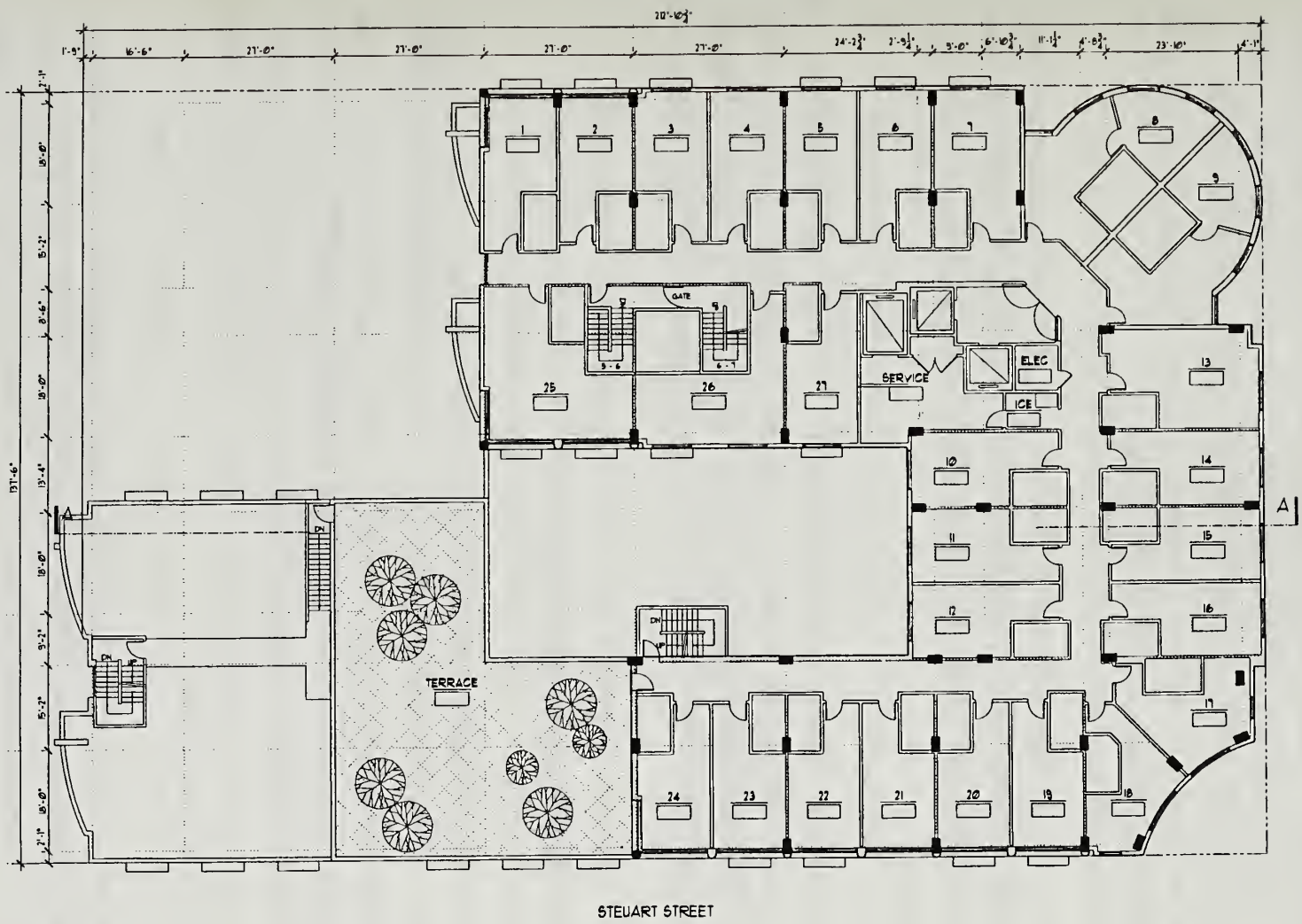
Source: Heller-Manus Architects, 1999

Mission–Steuart Hotel	Figure 6: Second Floor Plan	Maxwell & Associates



Source: Heller-Manus Architects, 1999

Mission–Steuart Hotel	Figure 7: Sixth Floor Plan	Maxwell & Associates

No building demolition would occur on the project site. Portable restrooms currently used by operators of MUNI vehicles would be removed from the site, and asphalt and other impervious surfaces would be demolished and removed. The existing MUNI vent shaft for the underground subway service and its surrounding structure would be retained. The commemorative sculpture at the corner of Mission and Steuart Streets may be moved a few feet, but would remain on the property near the intersection.

The site has only a slight grade and appears relatively level. Pile driving is proposed due to poor bearing capacity of the fill currently on the site. No excavation is proposed, but over 50 cubic yards of soil would be removed for installing pile caps, grade beams, and the base of the elevator shaft.

Zoning of the site would be changed from P (Public) to a C-2 (Community Business) or C-3-O (Downtown Commercial) District in order to construct a commercial building on City property. The OS (Open Space) designation of Lot 17 on the Height and Bulk District Map would be changed to 84-E, the same as the existing designation of the remainder of the project site.

2.4 PROJECT SPONSORS' OBJECTIVES

San Francisco Municipal Railway (MUNI) would relocate buses that currently layover on the project site. Mission & Steuart Hotel Partners, LLC, would construct a new hotel with ground floor retail on the project site. The hotel would accommodate the MUNI F-Line Trolley transit stop. It is the objective of Mission & Steuart Hotel Partners, LLC to own and operate a boutique hotel which creates an adequate return for its investors and adequate security for its lenders, and which is located at a public transit center and along a central portion of the MUNI F-Line route.

The San Francisco Public Transportation Commission has established transit objectives concerning the proposed development from the standpoint of MUNI. The Commission has also established community objectives, which seek to define the project in the broader context of the site. These objectives are listed below:

Transit Objectives

- Create a development which produces a reliable, long-term revenue stream for the Commission to capture and employ in the future financing needs of the Railway.

- Create a development which insures that the Railway's F Trolley Line will be provided a safe, secure, and attractive station stop that is incorporated into the development.

- Encourage a development which embraces the F Trolley Line stop and which provides architectural designs which support and embellish the F Trolley Line.

- Create a development which encourages the use of the F Trolley Line by visitors, residents, and workers from the neighborhood.

- Create a development which assures that all access and utility needs associated with the vent facilities of the Railway's subway operation beneath the site are accommodated.

- Accomplish the development through a plan which assures that the relocation of the bus layover activities are completed in a manner which meets the needs of the Railway's operations and which seeks to improve the level of transit service.

Community Objectives

- Create a land use development which allows for the relocation of the bus layover operation, an essentially incompatible use at a site which lies in an area of downtown commercial and residential uses.

- Create a development which is supportive of the City's adopted *Downtown Plan*.

- Create a development which is compatible with, and complimentary to, the diverse mix of commercial uses which exist on three adjacent blocks.

- Create a development which is compatible with the Mid Embarcadero roadway, transit, and pedestrian improvement plans and designs, soon to be implemented.

- Create a development which is designed in a manner that enhances the relationship between the site and the open space which is adjacent to the north, encouraging pedestrian, visual, and urban design linkages.

- Create a development which provides San Francisco residents and visitors with an attractive, lively combination of uses generating activity within the neighborhood during both day and evening hours.

- Create a development which attracts, supports, and enhances pedestrian movements to, from and around the site.

2.5 PROJECT SCHEDULE AND COST, APPROVAL REQUIREMENTS, AND *GENERAL PLAN* POLICIES

Schedule and Costs

The project sponsors expect environmental review and project review to be completed by the end of 1999. If the project is approved and all permits issued, the project could be constructed beginning in the year 2000. MUNI buses would be relocated before commencing construction of the hotel and transit shelter. Relocation would take about six months, so that MUNI parking signs could be installed at the new layover locations and new overhead wires could be installed. Construction of the hotel and transit shelter would take approximately 16 months, with occupancy planned for late 2001 or early 2002.

Estimated construction cost of the new hotel including the MUNI transit shelter would be approximately twenty-two million dollars (1999). MUNI has estimated the total capital costs (design and construction) for the bus terminal relocation to be $1.5 million dollars (1999).[3]

Approval Requirements

Following publication of the Draft EIR, there will be a written comment period and a public hearing before the Planning Commission to solicit public comment on the adequacy and

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[3] Kim, Henry, Muni Project Manager, telephone conversation with Rebecca Kohlstrand of The Duffey Company, May 27, 1999.

accuracy of information presented in the Draft EIR. Following that comment period, responses to written and oral comments will be prepared and published in a Draft Summary of Comments and Responses document. The EIR will be revised as appropriate and presented to the Planning Commission for certification as to its accuracy, objectivity, and completeness. No approvals or permits may be issued and no rezoning may be completed before the EIR is certified as final.

The following are the approval actions required for the project:

1. Public Transportation Commission consideration and approval of the Lease Disposition Agreement, by which the landowner (MUNI) would ground lease the site to the developer, Mission & Steuart Hotel Partners, LLC.

2. Public Transportation Commission authorization to relocate bus routes and the bus layover sites for buses which currently layover on the project site.

3. Planning Commission consideration and approval of the application for an amendment to Map 2 of the Northeastern Waterfront Element of the *General Plan*, and of an application to change the Height/Bulk limit of Lot 17 from OS (Open Space) to 84-E.

4. Planning Commission consideration and approval of the project application under *Planning Code* Sections 302 and 306 for a rezoning of the project site from P (Public) to C-2 (Community Business) or C-3 (Downtown Commercial).

5. Planning Commission consideration and approval of the project application under *Planning Code* Sections 303(f) and 216(b) for Conditional Use (CU) authorization (*Planning Code* Section 301) for a hotel in a C District, and under *Planning Code* Section 271 to permit an exception from the bulk limitation of 110 feet by 140 feet, at the southern portion of the site in the airspace which is 65 feet above grade. The purpose of the bulk exception would be to obtain the necessary and most efficient room count by increasing the bulk in the southern portion of the site while decreasing the bulk in the northern portion of the site, adjoining Justin Herman Plaza in order to prevent the northern portion of the building from violating the *Sunlight Ordinance's* limitations on the shadowing of Justin Herman Plaza.

6. Zoning Administrator consideration and approval of a parking variance (*Planning Code* Section 305), if the project site is zoned C-2, rather than C-3-O.

7. Board of Supervisors consideration and approval of (a) height/bulk district amendment; (b) amendment to Zoning Map; (c) the Lease Disposition Agreement; and (d) amendment to Map 2 of the Northeastern Waterfront Element of the *General Plan.*

8. Arts Commission consideration and approval, pursuant to San Francisco Charter Section 5.103.1, of the design of a structure to be privately built on City-owned land. The Arts Commission may also consider approval of relocating/ reinstalling the existing labor movement monument near the same location where it currently stands.

9. Department of Public Works approval of a lot merger of Lots 6, 7, 8, 9 and 17 of Block 3714.

10. The Port Commission may also need to consider and approve a license, lease or sublease, easement or encroachment permit for passive use of any land under Port jurisdiction immediately adjacent to the east of the site.

11. Recreation and Park Department General Manager review and comment to the Planning Commission pursuant to *San Francisco Planning Code* Section 295, on whether the proposed project's shadow would result in any adverse impact on the use of the adjacent property under the jurisdiction of the Recreation and Park Commission. The General Manager's review and comment shall be made in consultation with the Recreation and Park Commission.

12. Planning Commission consideration and determination, pursuant to *San Francisco Planning Code* Section 295, of whether the proposed project's shadow would result in any adverse impact on the use of the adjacent property under the jurisdiction of the Recreation and Park Commission.

In November 1986, the voters of San Francisco approved *Proposition M, the Accountable Planning Initiative,* which added Section 101.1 to the *Planning Code* to establish eight Priority Policies. These policies are: preservation and enhancement of neighborhood-

serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; maximization of earthquake preparedness; landmark and historic building preservation; and protection of open space. Prior to issuing a permit for any project which requires an initial study under *CEQA* or adopting any zoning ordinance or development agreement, the City is required to find that the proposed project is consistent with the Priority Policies. The case report for the rezoning application, the Conditional Use authorization, parking variance if the site is zoned C-2, and subsequent motions adopted by the Planning Commission will contain the analysis determining whether the proposed project is in compliance with the eight Priority Policies.

San Francisco General Plan Policies

The project would be reviewed by the Planning Commission in the context of applicable objectives and policies of the *San Francisco General Plan.* The following are some of the objectives and policies that may be relevant to the proposed project.

Commerce and Industry Element

- Objective 1, to "Manage economic growth and change to ensure enhancement of the total city living and working environment."

- Objective 2, to "Maintain and enhance a sound and diverse economic base and fiscal structure for the city."

- Objective 8, Policy 1, to "Guide the location of additional tourist related activities to minimize their adverse impacts on existing residential, commercial, and industrial activities.

- Objective 8, Policy 3, to "Assure that areas of particular visitor attraction are provided with adequate public services for both residents and visitors."

Recreation and Open Space Element

- Objective 2, Policy 3, to "Preserve sunlight in public open spaces."

Transportation Element

- Objective 1, Policy 3, to "Give priority to public transit and other alternatives to the private automobile as the means of meeting San Francisco's transportation needs, particularly those of commuters."

- Objective 1, Policy 6, to "Ensure choices among modes of travel and accommodate each mode when and where it is most appropriate."

- Objective 2, Policy 3, to "Design and locate facilities to preserve the historic city fabric and the natural landscape, and to protect views."

- Objective 4, Policy 5, to "Provide convenient transit service that connects the regional transit network to major employment centers outside the downtown area."

- Objective 11, Policy 3, to "Encourage development that efficiently coordinates land use with transit service, requiring that developers address transit concerns as well as mitigate traffic problems."

- Objective 14, Policy 7, to "Encourage use of transit and other alternative modes of travel to the private automobile through the positioning of building entrances that prioritize access from these modes."

- Objective 16, Policy 5, to "Reduce parking demand through limiting the absolute amount of spaces and prioritizing the spaces for short-term and ride-share uses."

- Objective 11, Policy 1, to "Discourage the provision of new long-term parking downtown and near major employment centers."

- Objective 18, Policy 5, to "Mitigate and reduce the impacts of automobile traffic in and around parks and along shoreline recreation areas.

- Objective 20, Policy 2, to "Reduce, relocate or prohibit automobile facility features on transit preferential streets, such as driveways and loading docks, to avoid traffic conflicts and automobile congestion."

- Objective 20, Policy 5, to "Place and maintain all sidewalk elements, including passenger shelters, benches, trees, newsracks, kiosks, toilets, and utilities at appropriate transit stops according to established guidelines."

- Objective 23, Policy 5, to "Minimize obstructions to through pedestrian movement on sidewalks by maintaining an unobstructed width that allows for passage of people, strollers and wheelchairs."

- Objective 24, Policy 2, to "Maintain and expand the planting of street trees."

- Objective 28, to "Provide secure and convenient parking facilities for bicycles."

- Objective 32, Policy 1, to "Discourage new long-term commuter parking spaces for single-occupant automobiles in and around downtown. Limit the long-term parking spaces to the number that already exists."

- Objective 40, Policy 1, to "Provide off-street facilities for freight loading and service vehicles on the site of new buildings sufficient to meet the demands generated by the intended uses. Seek opportunities to create new off-street loading facilities for existing buildings."

- Objective 40, Policy 8, to "Provide limited curbside loading spaces to meet the need for short-term courier deliveries/pickup."

Urban Design Element

- Objective 1, Policy 1, to "Recognize and protect major views in the city, with particular attention to those of open space and water."

- Objective 1, Policy 3, to "Recognize that buildings, when seen together, produce a total effect that characterizes the city and its districts."

- Objective 2, Policy 4, to "Preserve notable landmarks and areas of historic, architectural or aesthetic value, and promote the preservation of other buildings and features that provide continuity with past development.

- Objective 2, Policy 6, to "Respect the character of older development nearby in the design of new buildings."

- Objective 2, Policy 7, to "Recognize and protect outstanding and unique areas that contribute in an extraordinary degree to San Francisco's visual form and character."

- Objective 3, Policy 1, to "Promote harmony in the visual relationships and transitions between new and older buildings."

- Objective 3, Policy 2, to "Avoid extreme contrasts in color, shape and other characteristics which will cause new buildings to stand out in excess of their public importance."

- Objective 3, Policy 3, to "Promote efforts to achieve high quality of design for buildings to be constructed at prominent locations."

- Objective 3, Policy 4, to "Promote building forms that will respect and improve the integrity of open spaces and other public areas."

- Objective 3, Policy 5, to "Relate the height of buildings to important attributes of the city pattern and to the height and character of existing development."

- Objective 3, Policy 6, to "Relate the bulk of buildings to the prevailing scale of development to avoid an overwhelming or dominating appearance in new construction."

- Objective 3, Policy 13, to "Improve pedestrian area by providing human scale and interest."

Community Safety Element

- Objective 1, to "Reduce hazards to life safety, minimize property damage and economic dislocations resulting from future earthquakes."

Northeastern Waterfront Plan

- Objective 1, Policy 1, to "Accommodate where appropriate, additional activities which will strengthen the predominant economic functions of each subarea of the Northeastern Waterfront."

- Objective 2, Policy 1, to "Limit additional uses which generate a concentration of activity during the same peak periods, in areas which are heavily impacted with such uses."

- Objective 1, Policy 1, to "Diversify activities to encourage the use of the Northeastern Waterfront by a broad spectrum of the population."

- Objective 5, Policy 2, "Encourage service retail uses in combination with other uses."

- Objective 5, Policy 3, to "Limit general and special retail uses in combination with other uses, to that which will not significantly detract from the Downtown Retail District."

- Objective 5, Policy 4, to "Permit additional hotel space in locations which would enhance the mixture of uses. In areas where hotels are already concentrated, additional such facilities should be limited and should only be provided in combination with other uses."

- Objective 8, Policy 2, to "Limit additional parking facilities in the Northeastern Waterfront and minimize the impact of this parking. Discourage long-term parking for work trips which could be accommodated by transit..."

- Objective 8, Policy 6, to "Encourage new developments to provide pedestrian amenities and transit access improvements such as pedestrian resting areas, bus stop shelters, and transit information displays."

- Objective 10, Policy 1, to "Preserve the physical form of the waterfront and reinforce San Francisco's distinctive hill form by maintaining low structures near the water, with an increase in vertical development near hills or the downtown core area."

- Objective 10, Policy 2, to "Preserve and create view corridors which can link the City and the Bay."

- Objective 10, Policy 27, to "Locate buildings to minimize shadows and wind on public open spaces."

- Objective 10, Policy 28, to "Prohibit the use of reflective glass. Use flat glass skylights and discourage the use of dark tinted glass in highly visible areas."

- Objective 21, "To develop a mixture of uses which will provide a transition between the intense concentration of office activity in the downtown area and the recreation activities of the waterfront, which will generate activity during evening and weekends to complement the weekday office uses in the adjacent downtown area."

REFERENCES

City and County of San Francisco, Department of City Planning, *San Francisco General Plan.*

Kim, Henry, Muni Project Manager, telephone conversation with Rebecca Kohlstrand of The Duffey Company, May 27, 1999.

The environmental setting and impacts of the project are described in this chapter. Topics include: Zoning and Land Use, Visual Quality, Shadows, Transportation, Air Quality, and Growth Inducing Effects. Additional topics were analyzed in the Initial Study (Appendix A) and were found to be less than significant or to be mitigated by measures agreed to by the project sponsor; these issues require no further analysis.

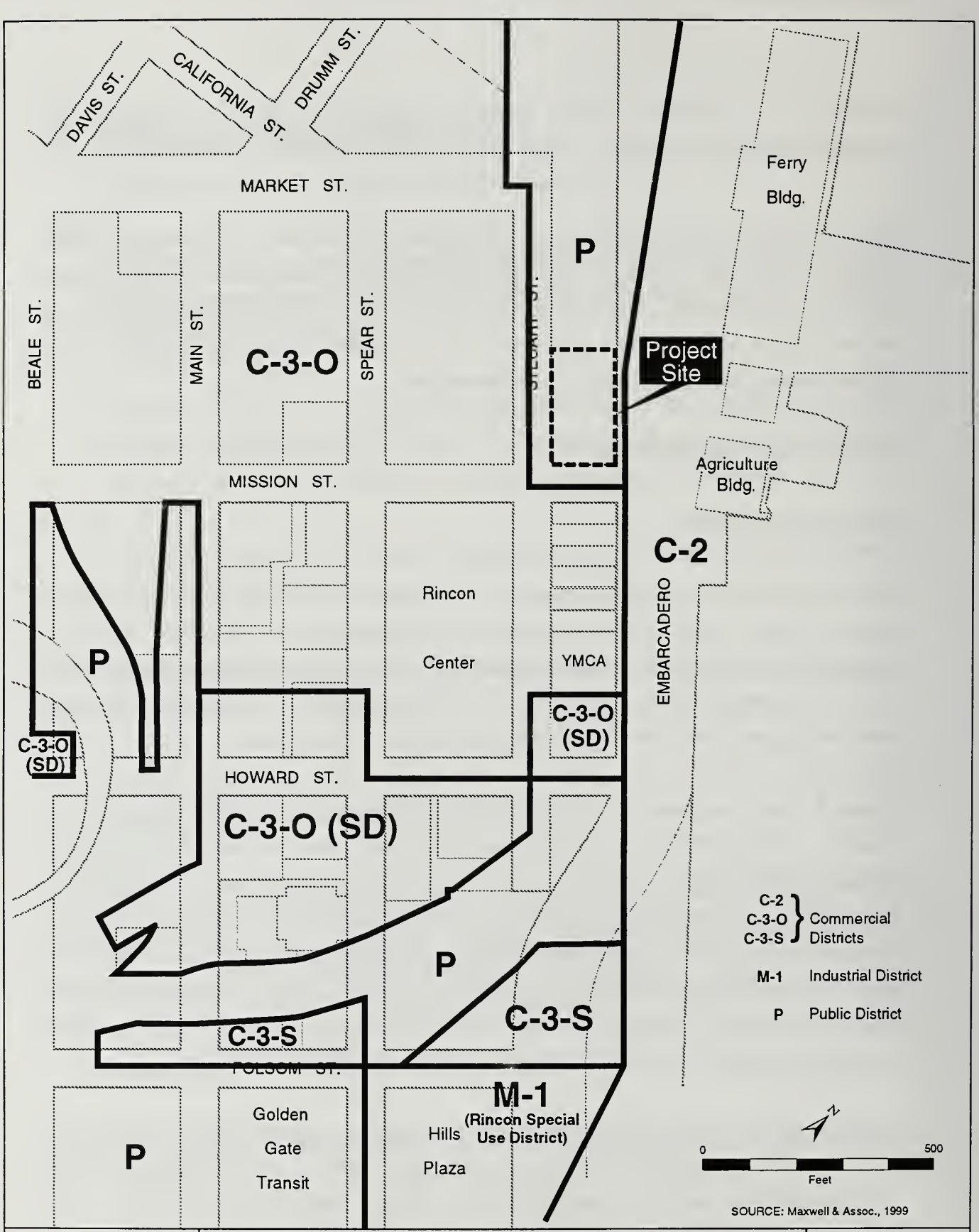
3.1 ZONING AND LAND USE

Environmental Setting

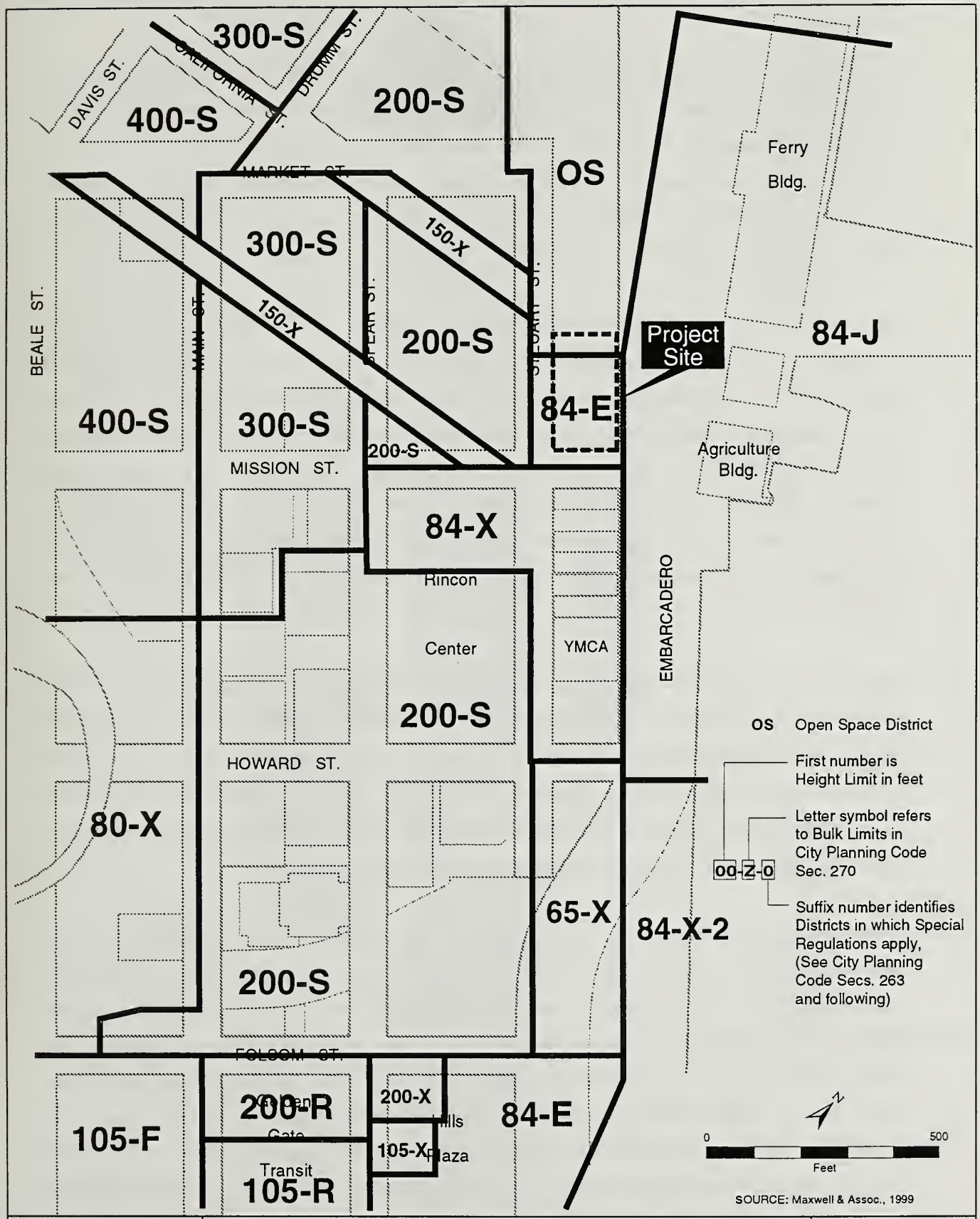
The *Planning Code,* which incorporates by reference the City's Zoning Maps, governs permitted uses, densities and the configuration of buildings in San Francisco. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless either the proposed action conforms to the *Planning Code,* or an exception is granted pursuant to provisions of the Code, or a reclassification of the site occurs.

Figure 8 shows the zoning and Figure 9 shows height and bulk districts in the project vicinity. The project site is in a P (Public) District and in an 84-E and OS (Open Space) Height and Bulk District. *San Francisco Planning Code* Section 290 states: "The inclusion of land in Open Space Districts is intended to indicate its principal or exclusive purpose as open space, with future development of any character strictly limited." Thus, no commercial uses (including hotels) are allowed in this Height and Bulk District. The 84-E Height and Bulk District allows a maximum building height of 84 feet, and limits building bulk above 65 feet to not exceed 110 feet in length and 140 feet in the diagonal dimension.

The approximate 35,000 square-foot project site is currently occupied by a MUNI bus layover yard which is located adjacent to the eastern edge of Downtown, across The Embarcadero from the Ferry Building and the San Francisco Bay (see Figure 1 Project Location, page 2-2). The



Mission–Steuart Hotel	Figure 8: Zoning in the Area	Maxwell & Associates



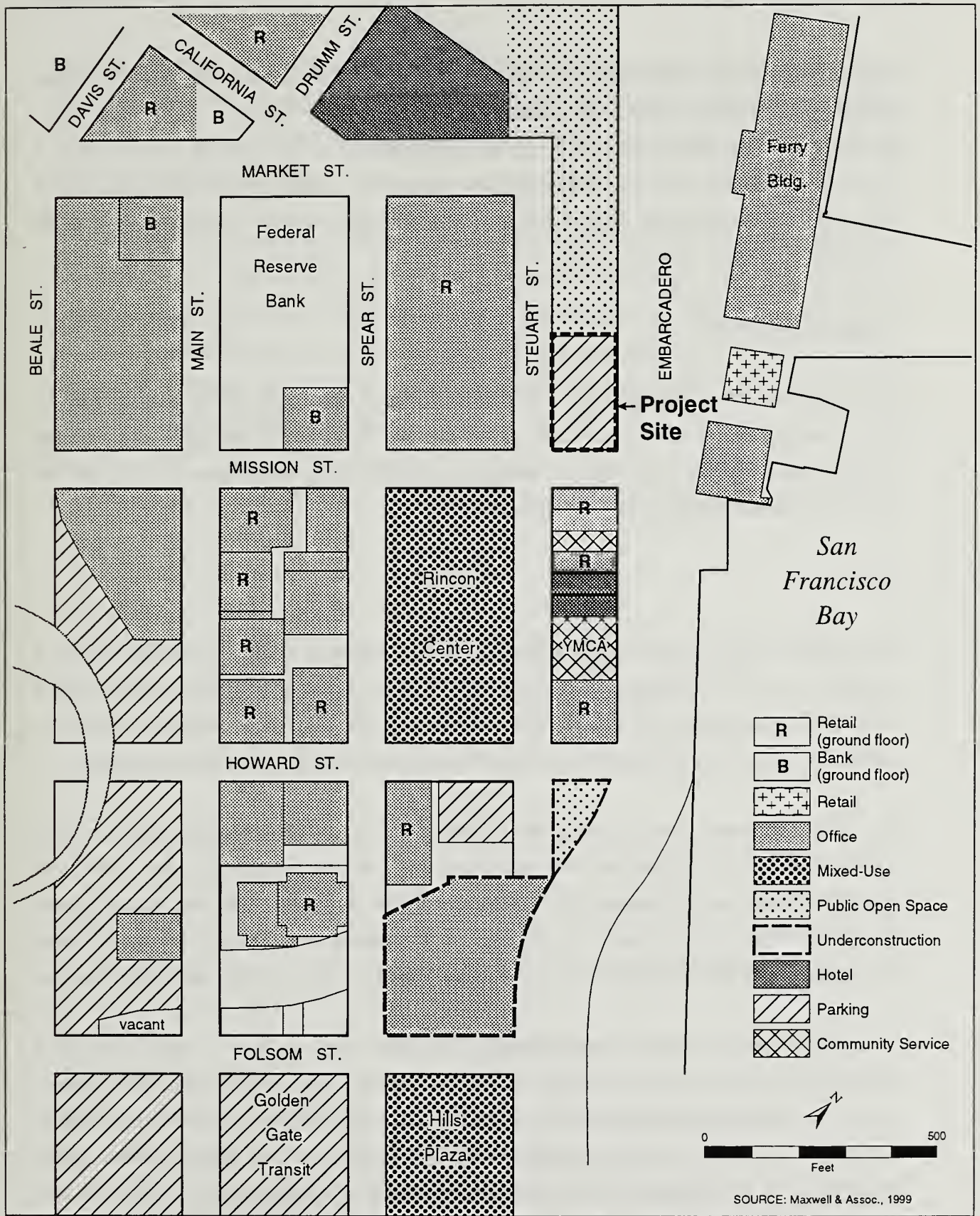
Mission–Steuart Hotel	Figure 9: Height and Bulk Districts in the Area	Maxwell & Associates

site occupies the southern half of the block bounded by Market Street to the north, The Embarcadero to the east, Mission Street to the south, and Steuart Street to the west. The F-Line Trolley extension is currently under construction and will extend service from the Transbay Terminal, along Market Street to pass through the northern edge of the project site. The San Francisco MUNI metro runs underground near the site with a vent shaft structure for the subway located on the northeast corner of the site.

The project site is within the Ferry Building subarea of San Francisco's Northeastern Waterfront, adjacent to San Francisco Bay on the east. Land use in the project vicinity is primarily devoted to open space, public uses, hotels, and offices and with ground floor retail in low- to high-rise structures (see Figure 10). Residential uses in the vicinity include the Rincon Annex and Hills Plaza mixed-use developments. Three hotels are located in the vicinity: the Hyatt Regency, Hotel Griffon, and Harbor Court Hotel. Public uses in the vicinity include the Rincon Annex Post Office, Justin Herman Plaza, ferry terminals near the Ferry Building, governmental offices within the Ferry Building, and the MUNI metro system and F-Line Trolley.

Adjacent to the north of the project site is the southern portion of Justin Herman Plaza. Further north across Market Street is the northern portion of Justin Herman Plaza. To the east of Justin Herman Plaza is The Embarcadero, the Ferry Building, and the Agriculture Building. The Port of San Francisco has selected a developer to redevelop the Ferry Building and increase the intensity of its use. South of the Ferry Building are two restaurants, and further south are offices (the Agriculture Building) and open space along the waterfront.

To the south of the project site across Mission Street is the Audiffred building, a low-rise office building with a ground-floor restaurant. Along the west side of The Embarcadero south of the Audiffred Building are a credit union building, two hotels with restaurants, and several office buildings. Along Steuart Street are a community center, the rear portions of the same two hotels that front on The Embarcadero, several office buildings with ground floor retail, and the YMCA building. Further south across Howard Street on the west side of The Embarcadero are a parking structure and site of the Gap headquarters, which is now under construction. The area between the Bay and the Embarcadero roadway south of Howard Street will be developed as Rincon Point Park.



Mission–Steuart Hotel	Figure 10: Land Use in the Area	Maxwell & Associates

To the southwest of the project site across Mission and Steuart Streets is Rincon Annex, which includes a Post Office, retail uses, residential units, and offices. To the west of the project site across Steuart Street are high-rise office buildings with ground floor restaurants and other retail uses. To the northwest of the project site across Market Street and Steuart Street are the Hyatt Regency Hotel and the turnaround point for the California Street cable car line.

Significance Criteria

Land use impacts of the project would be considered significant if the project were to substantially conflict with established uses of the area, or alter the existing or planned uses in the project vicinity in a negative manner, or if the project would disrupt or divide the physical arrangement of an established community.

Impacts

The project would require reclassification of the land use zoning of the site from P (Public) to a C-2 (Community Business) or C-3-O (Downtown Office) District under Sections 302 and 306 of the *San Francisco Planning Code.* The proposed zoning change to either C-2 or C-3-O would permit a variety of uses, including those proposed for the site.

The proposed project would change the project site from a public transportation use (bus layover functions) to a hotel use with accessory retail, parking and loading uses. The hotel project, an expansion of commercial development similar to adjacent land uses across Steuart Street and Mission Street, would be compatible with existing nearby uses. The transit shelter would accommodate the approved F-Line Trolley, which is being extended adjacent to the site.

The project would include approximately 200 hotel rooms, 3,000 square feet of a restaurant/café plus 1,500 square feet of outdoor eating space, 1,050 square feet of retail space to be operated by the Market Street Railway Company (which would sell items related to the historic trolley service), approximately 2,200 square feet of meeting room space, approximately 3,800 square feet of valet parking space for approximately 17 vehicles, and one off-street loading space. This intensification of use would not be substantial when considered in relation to the amount of existing office, hotel, retail, and tourist-serving

commercial space in the immediate project vicinity. The proposed uses would be consistent with the character of the project area, and would not divide or disrupt an established community. Thus no significant land use impacts would occur as a result of the new uses proposed on the project site.

Moving MUNI bus layover functions to on-street parking spaces would not substantially impact land use in the area because layover functions would occur within public right-of-way, and would not alter or constrain the use of private property in the area. MUNI buses currently stop on-street in the downtown area and would continue to do so. For these buses to stop for a longer time period in a heavily downtown commercial area would have no substantial land use effect in the area.

3.2 VISUAL QUALITY

Environmental Setting

The project site fronts both Mission and Steuart Streets and is bounded by vacant land adjacent to The Embarcadero to the east and Justin Herman Plaza to the north. This section of Justin Herman Plaza is currently being reconstructed as a landscaped area with grass and trees which may become a music concourse. The relatively flat rectangular project site measures about 250 x 137.5 feet.

The project site contains an existing MUNI bus layover yard, including a portable toilet for MUNI operators, and a MUNI vent shaft structure. On the project site, one mature 40-foot-tall tree exists on the southwest corner of the site near the Union workers' public commemorative sculpture.

The project vicinity includes a mixture of architectural styles. Historic buildings and buildings of architectural significance in the immediate vicinity of the site include the Neo-Classical/Beaux Arts style Ferry Building; the Agriculture Building, exemplifying Renaissance palazzo style design; the Audiffred Building, done in late nineteenth-century French Mansart (Second Empire) style; the Rincon Annex Post Office, which reflects the Streamline Moderne style; and the Southern Pacific Building, a brick mid-rise with Renaissance/Baroque ornamentation (adjacent to One Market Plaza, a contemporary high rise).

Several buildings on The Embarcadero, Mission and Steuart Streets lend to the existing urban context for the area. In general, most buildings along Steuart Street and the west side of The Embarcadero in the project vicinity are built to lot lines, forming a continuous urban street wall.

Justin Herman Plaza is located directly north of the project site. Further north is the 18-story Hyatt Regency Hotel on the northwest corner of Market and Steuart Streets. Further north is a 40-story-tall office/retail complex (Embarcadero Center 4). East of Embarcadero Center 4 is the splashing Vaillancourt Fountain constructed of pre-cast aggregate concrete. A pedestrian crosswalk across The Embarcadero connects Justin Herman Plaza with the

waterfront sidewalk in front of the Ferry Building. A private group is trying to raise funds to build a pavilion for a pipe organ, but has not submitted an application.

The dark grey, Colusa sandstone Ferry Building is 770 feet in length, and has a three-story arcaded façade with a central tower. The Ferry Building, a City Landmark on San Francisco's waterfront, is illuminated at night. Commuters and tourists travel on ferries to and from the Ferry Building area. Pier 1 is immediately north and is proposed for Maritime office use.

Just south of the Ferry Building, an absence of structures immediately adjacent to The Embarcadero at Pier 2 provides view opportunities to Treasure Island and all four towers of the western span of the San Francisco-Oakland Bay Bridge. An inlet, parking lot, and two recessed restaurants (Sinbad's and Gabbiano's) occupy this 175-foot-long expanse between the Agriculture Building and the Ferry Building to the north. No street trees are currently planted along the east side of The Embarcadero.

South of this open area is the two-story, 30-foot-tall Agricultural Building, that is set back from the curb edge of The Embarcadero at a sidewalk width ranging from 16 to 20 feet. (Current, ongoing road construction along The Embarcadero contributes to this fluctuating setback dimension.) The pedestrian walkway fronting The Embarcadero's waterfront edge is used by walkers, joggers, cyclists, and rollerbladers.

To the south of the project site, seven structures comprise the contiguous building façade that runs along the western side of The Embarcadero. The Audiffred Building is a three-story, red brick historic City Landmark with a French Mansard roof and an ornate façade. The rectangular building spans this entire block face of Mission Street, and typical of other buildings adjacent to it, has entrances on both Steuart Street and The Embarcadero. South of this building along The Embarcadero are other two- to seven-story buildings which have a variety of commercial uses. The last building on the block, which includes a plaza with a fountain, faces The Embarcadero.

Setbacks from curb to building facades along The Embarcadero from Mission Street south to Howard Street vary from 36 feet at the corner of The Embarcadero and Mission to 18 feet at The Embarcadero and Howard due to changes in sidewalk width; building facades remain

flush with one another. Spaces for street tree pits have been reserved on the sidewalk, but no trees or tree grates have been installed yet.

To the south of the project site on the east side of Steuart Street between Mission and Howard Street, several two- to seven-story buildings form a continuous facade. Sidewalk width is approximately 15 feet with numerous container plants, parking meters, a fire hydrant, valet parking stands, and sporadic street trees.

On the south side of Mission Street between Steuart Street and The Embarcadero, the sidewalk has a noticeable cross-slope and is about 18 feet wide, with six evenly spaced street trees (*Metrosideros excelsus*), trash cans, and meters for on-street parallel parking.

The Rincon Annex Post Office, a City Landmark, and Rincon Center occupy the southwest corner of Mission and Steuart Streets, diagonally across from the project site. The two-story Annex has a concrete façade and exemplifies the Streamline Modern Style, sporting three leaping dolphins above each of its 25-foot-tall first-floor windows. There is foundation planting in the form of shrub massing on the Mission Street side of the Annex, while a seatwall occupies the same space on the Steuart Street side. The Annex façade runs the entire length of both blocks, on Mission from Steuart west to Spear Street and on Steuart from Mission south to Howard Street. South of the Rincon Annex structure on this block is a modern office addition and two highrise residential towers.

The office towers of One Market Plaza occupy the northwest corner of Mission and Steuart Streets. The towers reach a maximum height of 42 stories. The façades of One Market and the historic, 10-story Southern Pacific Railroad Building adjacent to it to the north span the entire block in both directions, along Mission Street from Steuart Street west to Spear Street, and along Steuart Street from Mission Street north to Market Street. One Market's outdoor pedestrian plaza area has a depth of approximately 50 feet from the Mission Street curb edge and 115 feet from the Steuart Street curb edge. Green benches, container plants, tables, and white architectural sculptures fill the site. Four cafés occupy ground floor retail space along Mission Street. Mission Street is lined with street trees (*Platanus spp.*). On the Steuart Street side is a restaurant, with architectural awnings and limited outdoor table seating along the sidewalk.

MUNI poles dot the sidewalk, and MUNI power lines run horizontally overhead, in the same plane as the street, from poles on the west side of Steuart to the MUNI layover yard currently occupying the site. Steuart Street is one lane, one-way southbound from Market Street to Mission Street, then becomes two lanes after crossing Mission Street. To the north is one of several entrances to the office towers. Just north of that are the relatively tall windows of a restaurant. The restaurant's entrance is off Market, in the elaborate Southern Pacific Building with Renaissance/Baroque ornamental details, arcades at its base, and a red brick exterior on upper levels.

The project site is visible from various locations in the vicinity, including Justin Herman Plaza, One Market Plaza, the Hyatt Regency Hotel, Embarcadero Center, the San Francisco waterfront, and from Mission Street, Market Street, Steuart Street, and The Embarcadero. Key viewsheds potentially affected by construction include corridors seen from the following three vantage points: (1) from the vicinity of the Ferry Building, facing southwest, (2) from Justin Herman Plaza, facing south, and (3) from the south side of Mission Street, facing east.

Significance Criteria

The project would have an adverse impact if it would cause a substantial, demonstrable negative aesthetic effect-if the project were to:

- Be substantially incompatible with the surrounding environment by introducing structures of substantially greater size, mass, and scale into the area.

- Substantially change important view corridors and obstruct scenic views of the Bay.

- Produce substantial new light or glare.

Impacts

Visual Character of the Proposed Project

The proposed hotel would be eight-stories tall, ranging in height from 40 to 84 feet. The building plan would maximize views along The Embarcadero waterfront while reducing the building mass as seen from Justin Herman Plaza. With respect to the building massing along The Embarcadero waterfront, the building facade would maintain the predominant street wall established by the buildings south of the site along Steuart Street. Along The Embarcadero, a café/plaza would be created to activate this frontage. This urban design strategy would be consistent with evolving uses on Steuart Street to the south.

Elements of the building would include terraces, railings, and bay windows, but no overhanging stories. Storefront and individual windows would appear on the ground level where retail, café, and hotel uses would occur. Bay windows would be located on the second, third, fourth floors, and possibly on the fifth and sixth floors. Bay windows and cornices would reinforce the character of building elements that are uniquely San Franciscan. Additionally, individual windows at a regular pattern would be located on middle floors. A curtain/window wall would be incorporated into the upper floor's design. Canopies at the ground level would be constructed out of both metal and glass.

The proposed project would change the appearance of the project site by removing the MUNI bus layover yard and overhead wires and constructing a hotel with parking and loading.

The hotel would be located at the property line on the west, south, and east sides. To the north, an approximate 37-foot building setback would be established to accommodate the F-Line Trolley station planned adjacent to Justin Herman Plaza. At the southwestern corner of the site, the proposed structure's massing would provide a location for the existing public commemorative sculpture depicting Union struggles. On The Embarcadero side, the setback would incorporate a combination of hardscape and landscape. Steuart and Mission Streets would have street trees. An interior courtyard and upper terraces would have potted trees and other landscape elements.

Sidewalk widths for the project site are based on the approved design by the Department of Public Works for The Mid-Embarcadero. The Steuart Street sidewalk would be 15 feet wide, while the Mission Street sidewalk would be 10 feet wide. Because The Embarcadero sidewalk would be on a curve, its width would vary but average 15 feet.

Because the new building would not visually alter the character of the overall area, would not be of such a scale as to stand out from locations other than those with direct views of the site, or introduce building materials or an architectural style that are foreign to the surrounding neighborhood, the project would not result in a substantial, demonstrable negative aesthetic effect.

Moving MUNI bus layover to on-street parking spaces, with the addition of benches in some locations, would not substantially impact visual quality in the area because MUNI buses currently stop on-street in the downtown area. For these buses to stop for a longer time period in a heavily downtown commercial area would have no substantial visual effect in the area.

The addition of a possible portable restroom in the area would be noticeable, but similar to sidewalk restrooms throughout the City, and would not result in a demonstrable negative aesthetic effect. The addition of overhead wires along some streets would result in localized visual clutter of short-range overhead views. (Overhead wires would be removed from the current MUNI bus layover yard and for about one half block on Mission Street near Steuart Street. Overhead wires would be added to Spear Street between Market and Mission Streets.) In the context of a heavily urbanized area, this would not result in a demonstrable negative effect, and would not be considered significant.

Views

The eight-story Mission-Steuart Hotel would be of similar height to several of the structures that span the block between Mission and Howard, from Steuart to The Embarcadero. The new building would be taller than the Agriculture Building to the east and the Audiffred Building to the south. It would be shorter than several nearby high-rises and towers, including Embarcadero Center, the Hyatt Regency Hotel, the Ferry Building, the office towers of One Market, and the Rincon Center residential highrises.

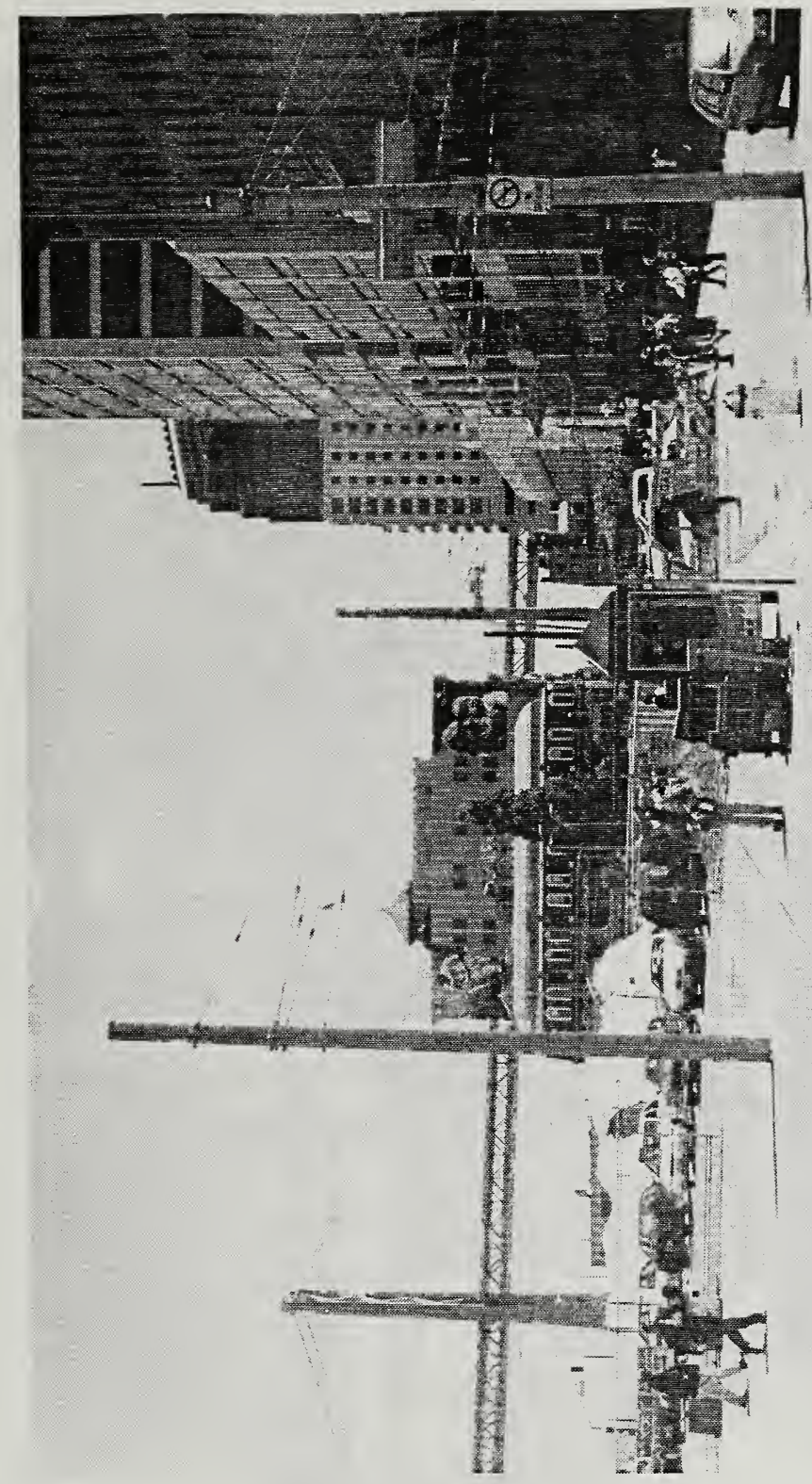
Computer-generated photomontages have been prepared in order to describe the level of visual impact that would occur as a result of the project's construction.

Figure 11 shows the view from Justin Herman Plaza looking south and Figure 12 is a photomontage of the proposed project from the same vantage point. As can be seen, the proposed hotel project would block views of the Audiffred Building and other buildings to the south. The on-site tree would be removed as part of the project. The proposed hotel project would appear larger than these existing buildings but would appear smaller than development across Steuart Street including One Market Plaza and the Rincon Center highrises. The proposed hotel project would not block the view corridors down Steuart Street and The Embarcadero.

Figure 13 shows the view from the Ferry Building looking southwest and Figure 14 is a photomontage of the proposed project from the same vantage point. Although the proposed hotel project would block most views of the Audiffred Building and other buildings to the south, it would appear relatively small in relation to the One Market Plaza and the Rincon Center highrise buildings in the background across Steuart Street. The proposed hotel project would blend in with existing buildings from this vantage point and would not block the view corridors from the Ferry Building.

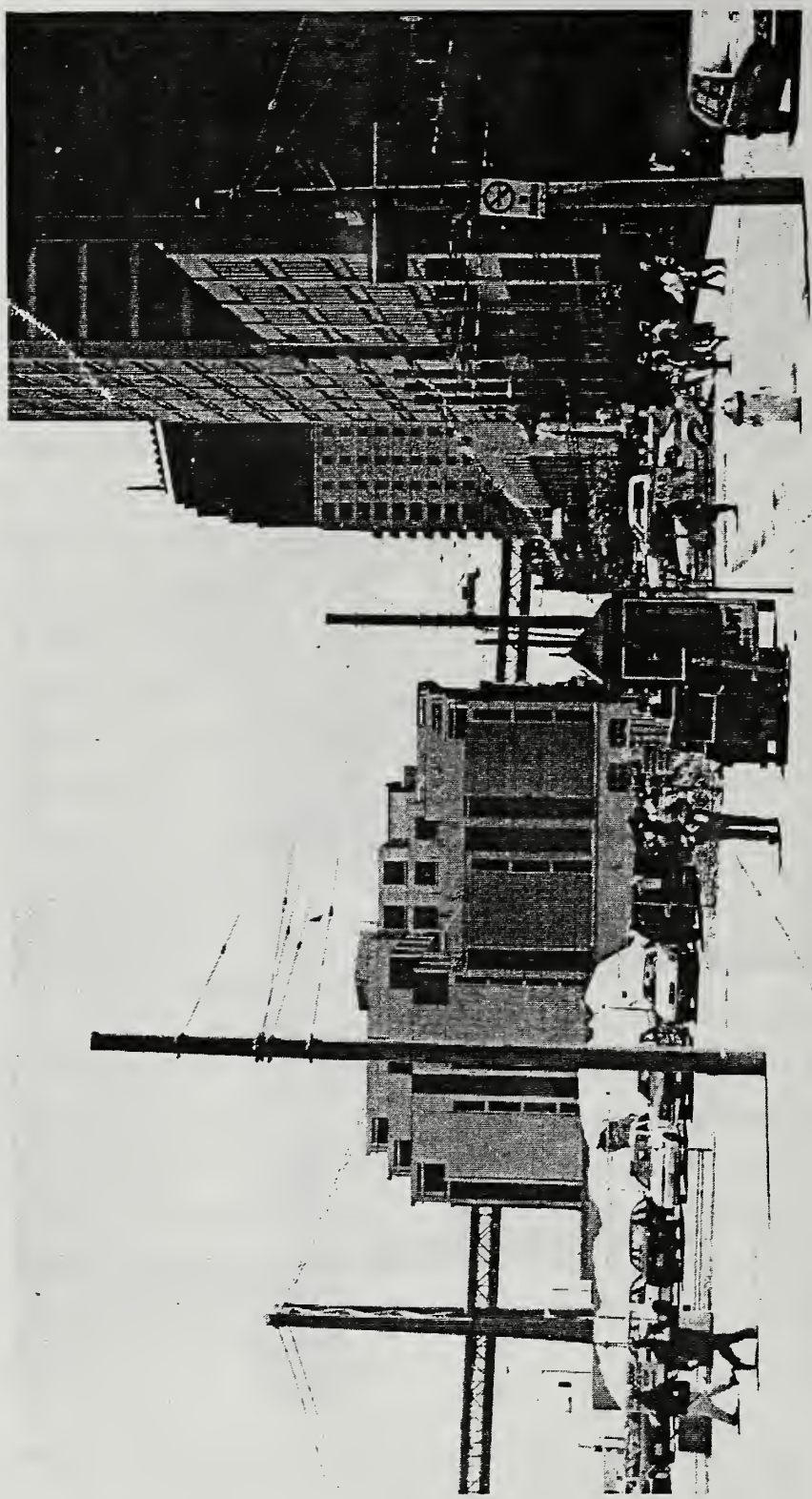
Figure 15 shows the view from the south side of Mission Street looking east and Figure 16 is a photomontage of the proposed project from the same vantage point. As can be seen from this close-up view, the proposed hotel project would block some views of waterfront development to the east. The on-site tree would be removed as part of the project. The proposed hotel project would appear larger than development currently visible across the project site and would appear smaller than the existing building across Steuart Street. The view corridor directly down Mission Street to the Bay would be unaffected by the proposed hotel project.

In summary, the project would result in visual changes, and would alter views of the project site from vantage points in the surrounding area. The project would not, however, substantially alter scenic views of the Bay or view corridors enjoyed form public areas. Thus, the project's visual impacts would not be considered significant.



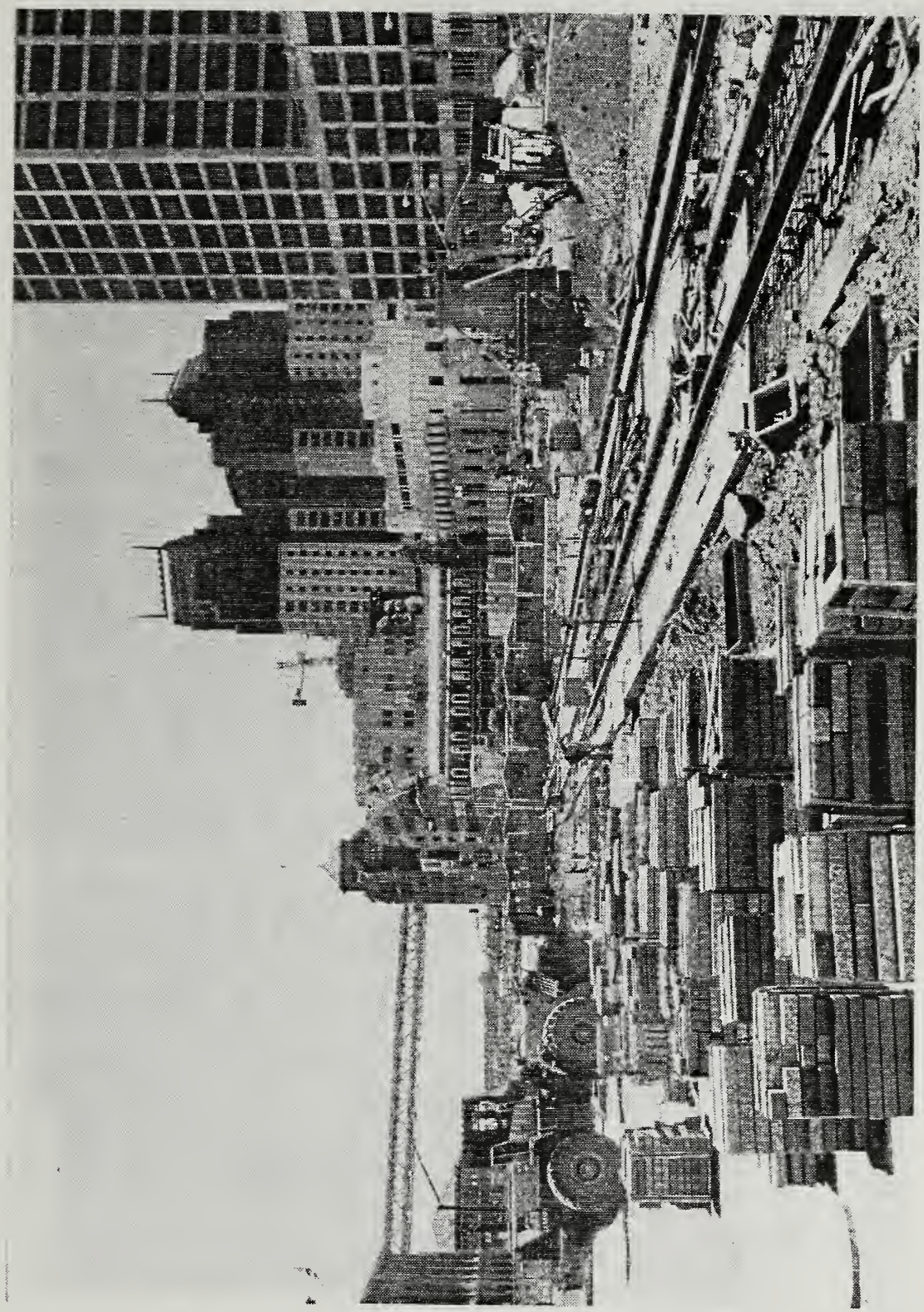
Source: CADP Associates, 1999.

Mission-Steuart Hotel	Figure 11: View from Justin Herman Plaza, Looking South	Maxwell & Associates



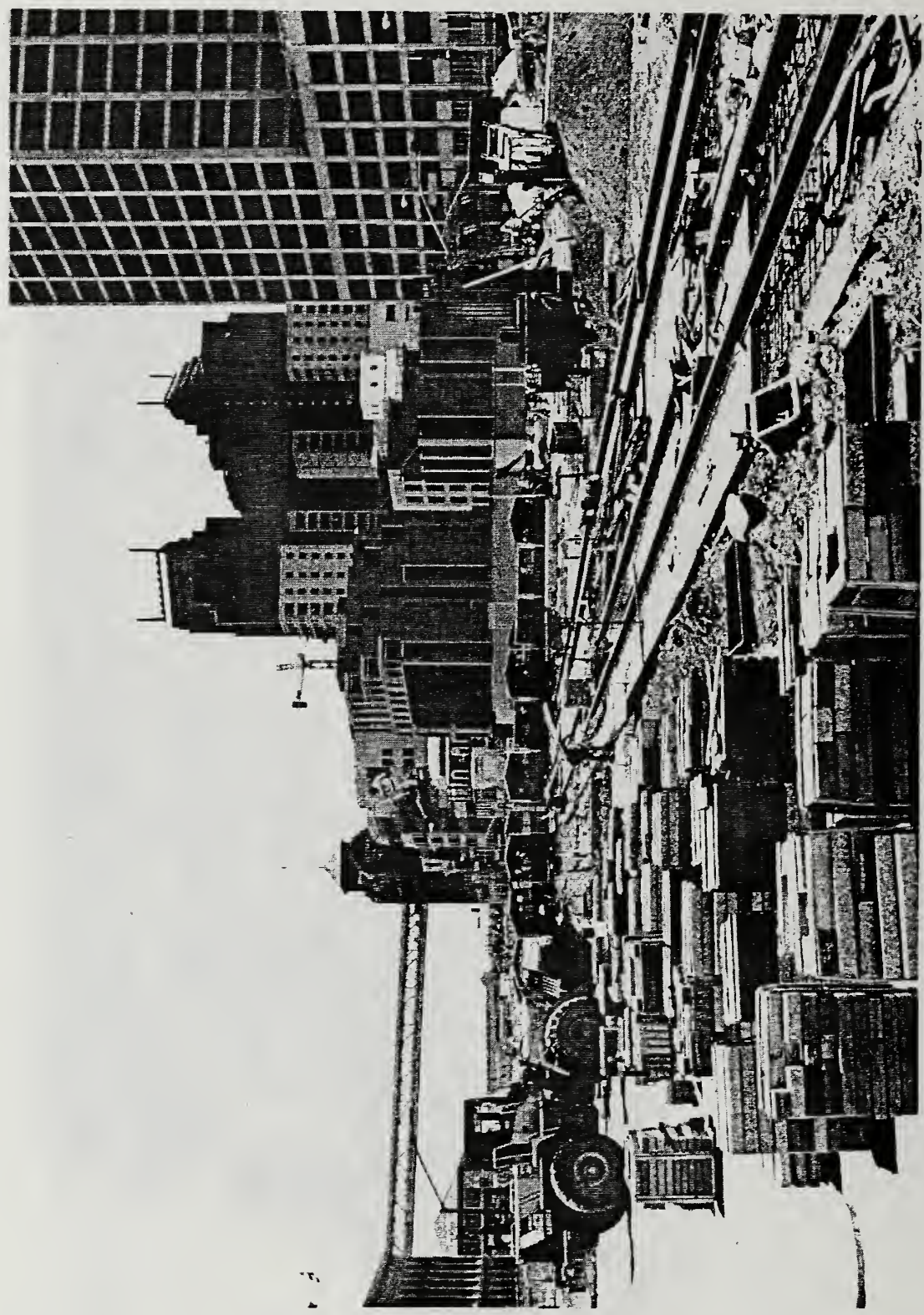
Source: CADP Associates, 1999.

Mission-Steuart Hotel	Figure 12: Photomontage from Justin Herman Plaza, Looking South	Maxwell & Associates



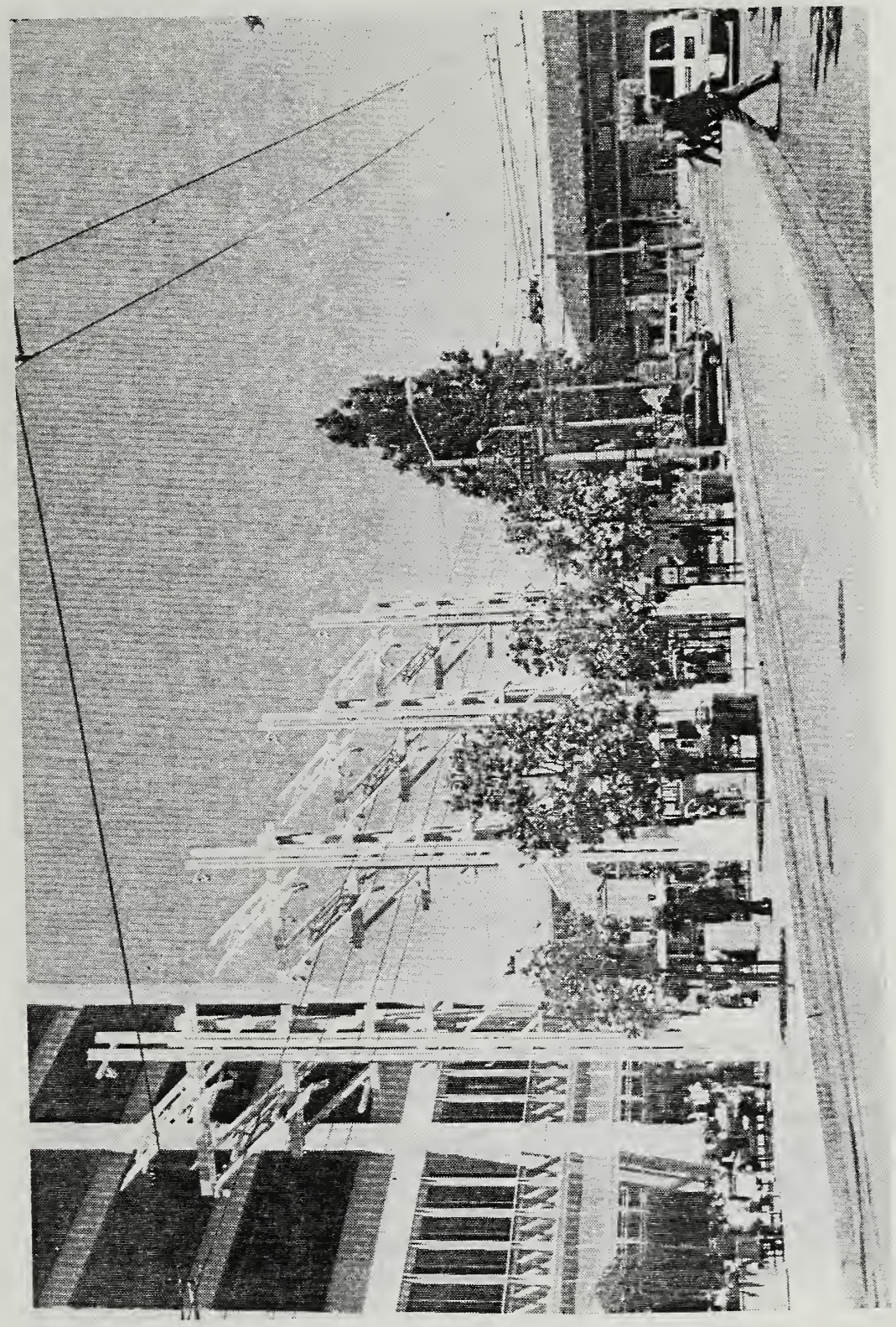
Source: CADP Associates, 1999.

Mission-Steuart Hotel	Figure 13: View from the Ferry Building, Looking Southwest	Maxwell & Associates



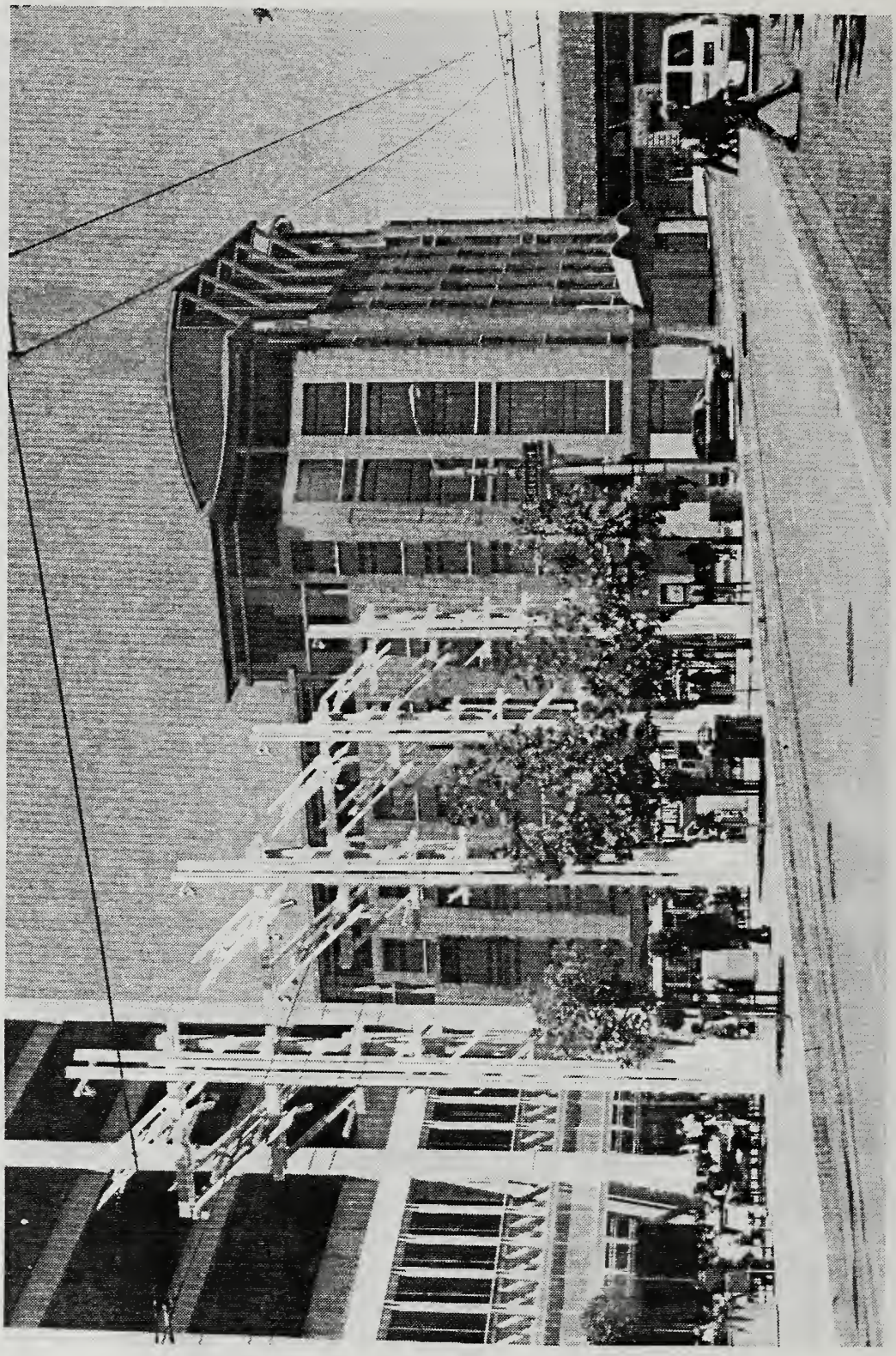
Source: CADP Associates, 1999.

Mission-Steuart Hotel	Figure 14: Photomontage from the Ferry Building, Looking Southwest	Maxwell & Associates



Source: CADP Associates, 1999.

Mission-Steuart Hotel	Figure 15: View from the South Side of Mission Street, Looking East	Maxwell & Associates



Source: CADP Associates, 1999.

Mission-Steuart Hotel	Figure 16: Photomontage from the South Side of Mission Street, Looking East	Maxwell & Associates

Light and Glare

The proposed structure would use non-reflective materials. Any increase in light from the project would be typical of that produced by other hotels and existing smaller buildings in the area. The base of the building would be a mixture of a light-colored natural stone (such as limestone) and architectural concrete. The upper stories would be a combination of light-colored brick and colored architectural concrete. Exposed sloped and curved roofs would be a factory finished standing seam roof. Glazing would be a non-reflective Solex green in a factory finished aluminum frame. No significant impacts related to light and glare would occur.

3.3 SHADOWS

Existing Conditions

Currently few shadows are cast from the MUNI bus layover yard, which is located on the project site to the south of Justin Herman Plaza, a public open space. Existing and project-related shadow patterns for various times of the day and year are discussed under Impacts, below.

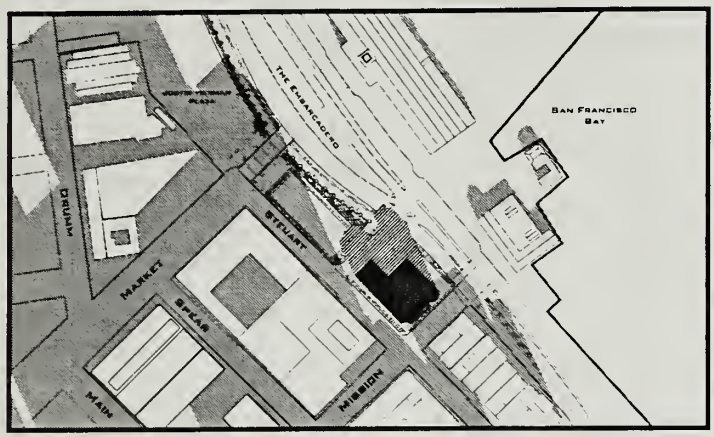
Justin Herman Plaza is an open space which is protected by Section 295 of the *City Planning Code*, the *Sunlight Ordinance*. The *Sunlight Ordinance* was adopted through voter approval of *Proposition K* (passed in November 1984) in order to protect certain public open spaces from shadowing by new structures during the period between one hour after sunrise and one hour before sunrise, year round. Section 295 prohibits new shadow upon public spaces under the jurisdiction of the Recreation and Park Department by any structure exceeding 40 feet unless the Planning Commission, with the advice of the Recreation and Park Commission, finds the impact to be insignificant.

Significance Criteria

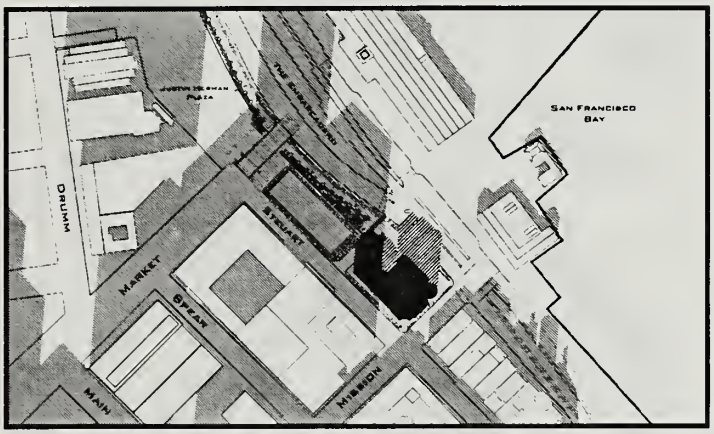
Project effects would be considered significant if the project were to create new shadow in violation of the City's *Sunlight Ordinance.*

Impacts

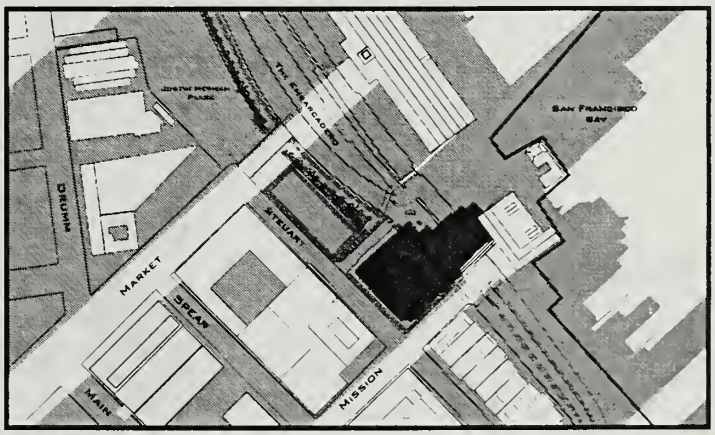
Figures 17 to 20 show existing building shadow and the new shadow due to the project. Existing shadow is shown as light grey in the figures while new shadow cast over existing shadow by the proposed Mission-Steuart Hotel project is shown in dark grey, and net new shadow is shown with diagonal hatch lines. Shadow patterns for existing buildings and for the project are shown for 10:00 a.m., noon, and 3:00 p.m. during the winter and summer solstices, when the sun is at its lowest and highest, and during the spring and fall equinoxes, when the sun is at its midpoint. Conditions from June 21 to December 21 mirror conditions from December 21 through June 21 (using solar time.) The analysis included



10:00 AM PST



12:00 PM PST



3:00 PM PST

Existing Shadows

New Shadow over existing

Net New Shadow Area

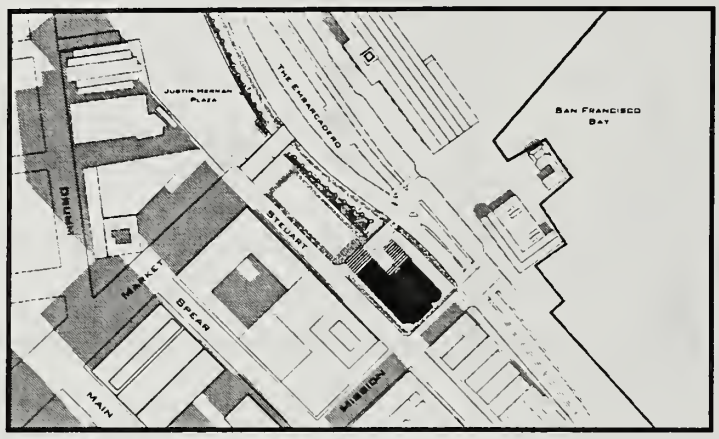
December 21

North

0 50 100 200 400

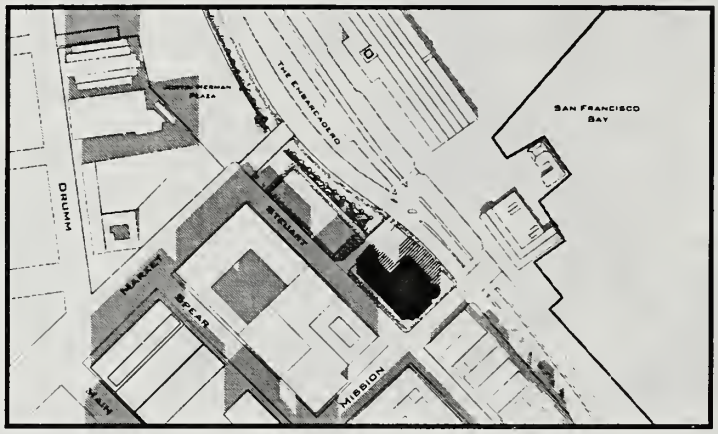
SOURCE: CADP Associates, 1999

Mission-Steuart Hotel	Figure 17. Project Shadow Patterns - December 21 (10 a.m., noon, 3:00p.m. PST)	Maxwell & Associates



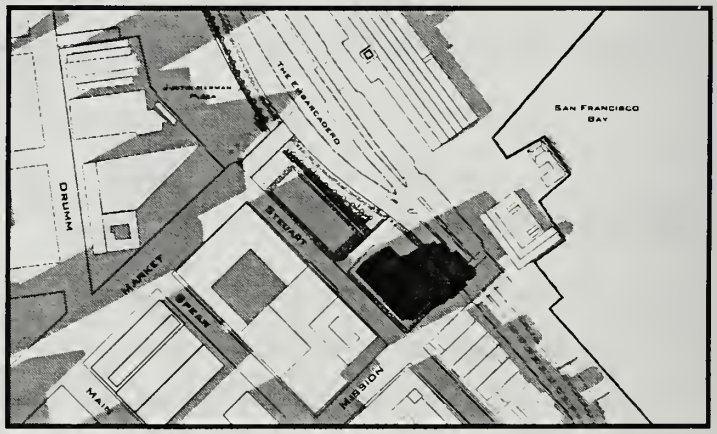
EXISTING SHADOWS
NEW SHADOW OVER EXISTING
NET NEW SHADOW AREA

10:00 AM PST



12:00 PM PST

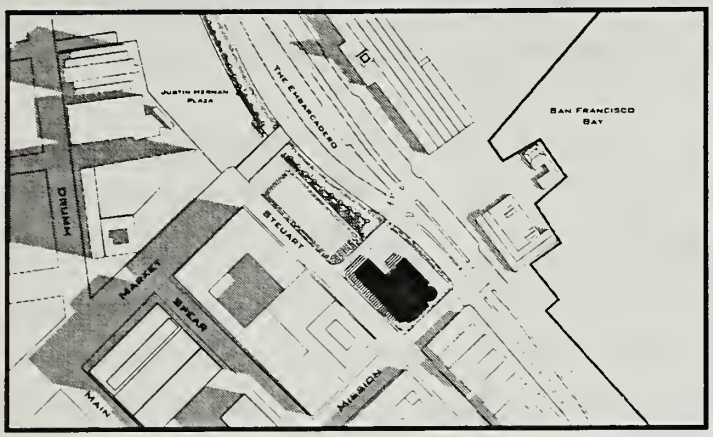
MARCH 21



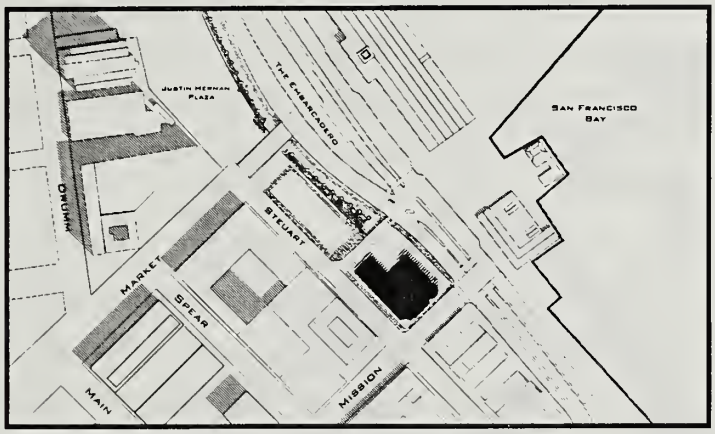
3:00 PM PST

SOURCE: CADP ASSOCIATES, 1999

Mission-Steuart Hotel	Figure 18: Project Shadow Patterns - March 21 (10 a.m., noon, 3:00p.m. PST)	Maxwell & Associates



10:00 AM PDT



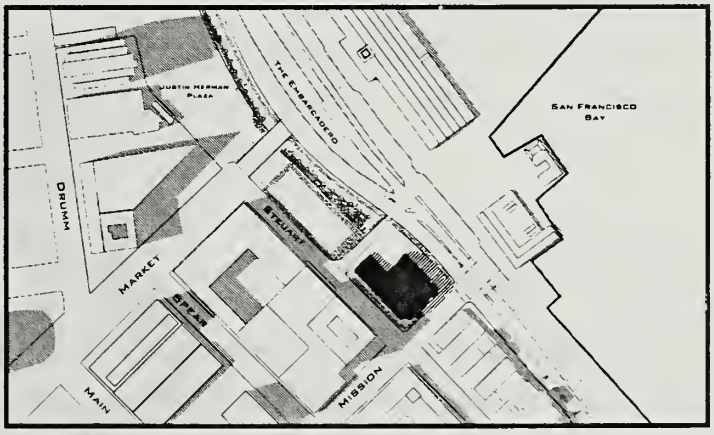
12:00 PM PDT

EXISTING SHADOWS

NEW SHADOW OVER EXISTING

NET NEW SHADOW AREA

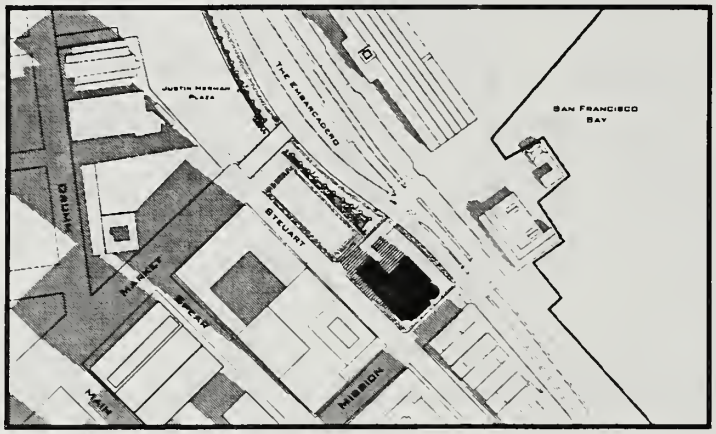
JUNE 21



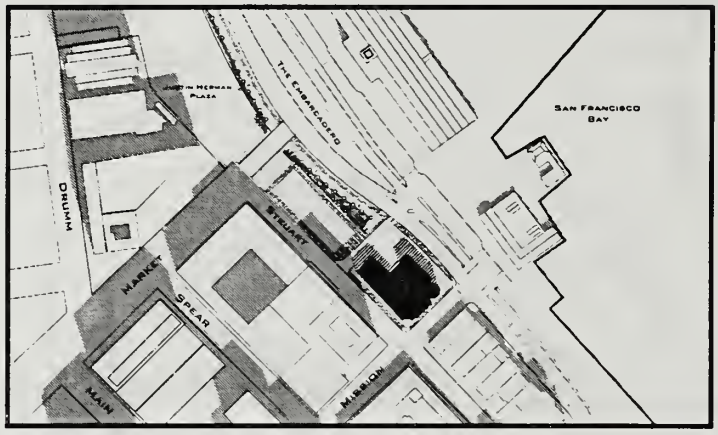
3:00 PM PDT

SOURCE: CADP ASSOCIATES, 1999

Mission-Steuart Hotel	Figure 19: Project Shadow Patterns - June 21 (10 a.m., noon, 3:00p.m. PDT)	Maxwell & Associates



10:00 AM PDT



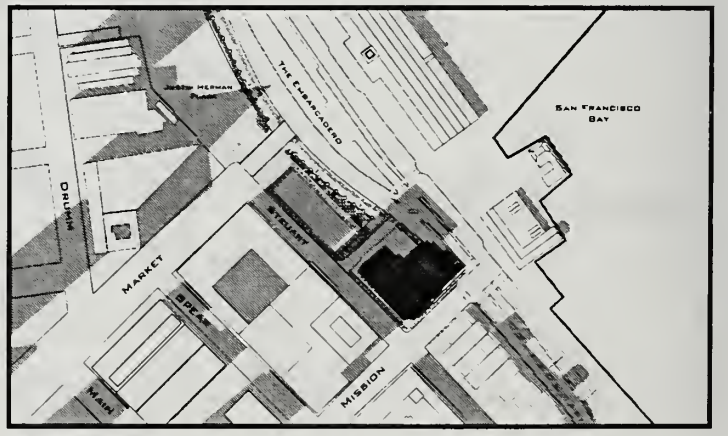
12:00 PM PDT

Existing Shadows

New Shadow over existing

Net New Shadow Area

September 21



3:00 PM PDT

SOURCE: CADP Associates, 1999

Mission-Steuart Hotel	Figure 20: Project Shadow Patterns - September 21 (10 a.m., noon, 3:00p.m. PDT)	Maxwell & Associates

shadow cast on open spaces, streets, sidewalks, and pedestrian areas in the area potentially affected by the proposed new hotel.

December 21 (pst)

At 10:00 a.m. Pacific Standard Time (pst) on December 21 (Figure 17) shadow from the proposed hotel building would extend roughly northward, across the proposed F-Line Trolley station and trolley tracks, and onto Justin Herman Plaza, while existing shadow covers most of Justin Herman Plaza south of Market Street. About 4,330 square feet of new shadow or about 1,083 square-foot hours would occur on Justin Herman Plaza. (Square-foot hours are a measure of the amount of shadow time, its duration, and reflect the fact that the area shaded would be less than the maximum for most of the effected period.) The building would add new shadow to the property between the project site and The Embarcadero and to the adjacent sidewalk. The project's *porte-cochere* would be shaded by existing development.

At noon on December 21 because Justin Herman Plaza is shaded by existing development, the project would add no new shadow to the plaza. The proposed hotel building would add new shadow to the property between the project site and The Embarcadero, to the adjacent sidewalk, and part way across The Embarcadero.

At 3:00 p.m. on December 21 due to existing development, the project would add no new shadow to Justin Herman Plaza or to other property in the area. Existing development shades all of Justin Herman Plaza south of Market Street.

March 21 (pst)

At 10:00 a.m. Pacific Standard Time on March 21 (Figure 18) new shadow would cross the proposed F-Line Trolley station and trolley tracks and would cause a minor shadow (about 1,960 square feet or about 490 square-foot hours) on Justin Herman Plaza. No existing shadow reaches the project site.

At noon on March 21 due to existing development, the project would add no new shadow across the proposed F-Line Trolley station and trolley tracks, because existing development

would shade this area along with over half of Justin Herman Plaza south of Market Street. The proposed hotel project would shade the land between the project site and The Embarcadero.

At 3:00 p.m. on March 21st due to existing development, the project would add no new shadow to other property in the area. Existing development would shade most of Justin Herman Plaza south of Market Street.

June 21 (pdt)

At 10:00 a.m. Pacific Daylight Time on June 21 (Figure 19) new shadow would extend part way into the adjacent sidewalk along Steuart Street and part way across the proposed F-Line Trolley station and trolley tracks. No existing shadow reaches the project site or Justin Herman Plaza.

At noon on June 21 new shadow would all be contained within the project site and would extend to the F-Line Trolley tracks. No existing shadow reaches the project site or Justin Herman Plaza.

At 3:00 p.m. on June 21 most new shadow would be contained within the project site, with the exception of new shadow across the adjacent Mission Street sidewalk. Existing shadow from One Market Plaza shades the project site. Little to no existing shadow reaches Justin Herman Plaza.

September 21 (pdt)

At 10:00 a.m. Pacific Daylight Time on September 21 (Figure 20) new shadow would be almost the same as for March 21 except that more shadow (about 860 square feet or about 215 square-foot hours) would impact Justin Herman Plaza. No existing shadow reaches the project site.

At noon on September 21 new shadow would be almost the same as for March 21.

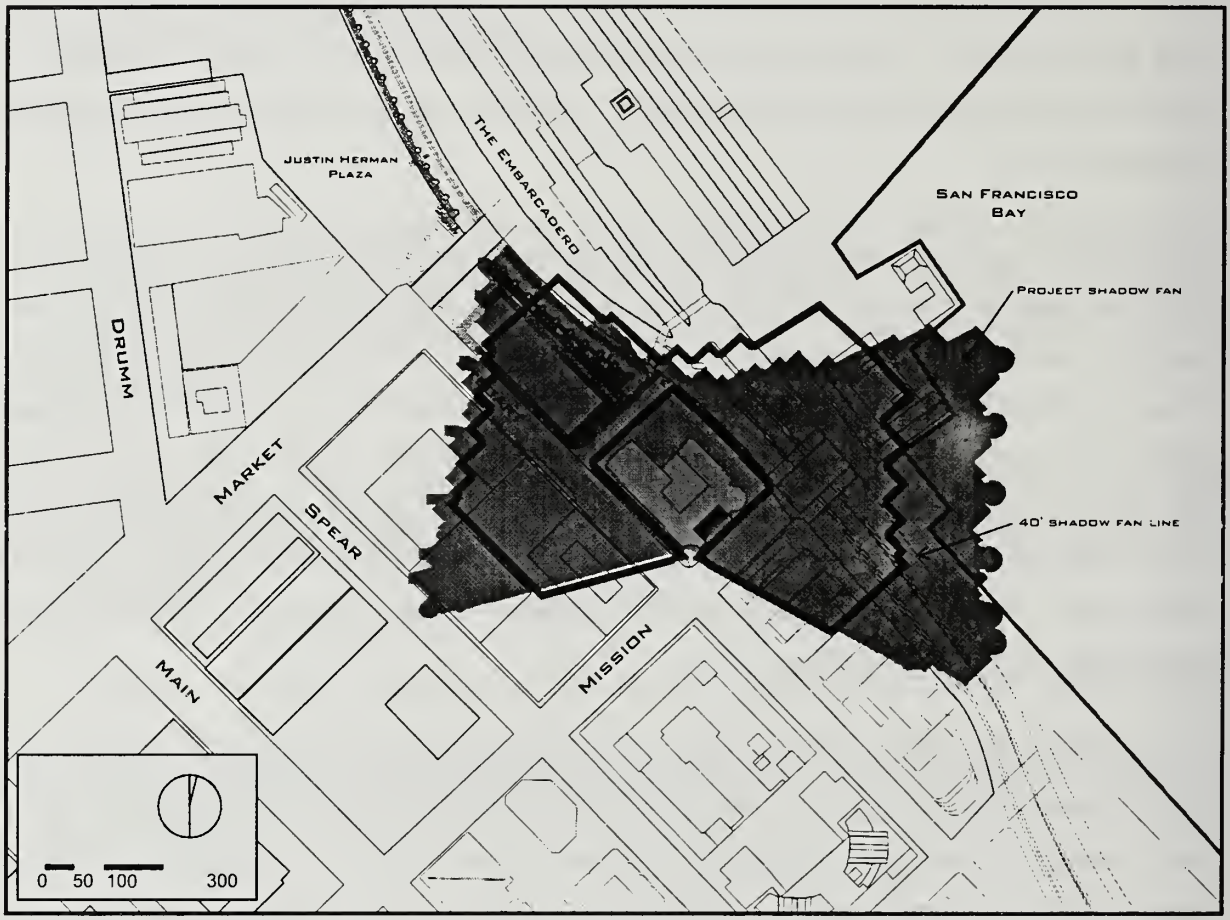
At 3:00 p.m. on September 21, due to existing development, the project would not add any new shadow. Existing development shades most of Justin Herman Plaza south of Market Street.

Open Space

Justin Herman Plaza is undergoing reconstruction of the landscaped area near the project site with grass and trees. This area has been identified as a possible site for a music concourse. A private group is trying to raise funds to build a pavilion for a pipe organ, but has not submitted an application.

Calculations were prepared that showed the project's shadow impacts on Justin Herman Plaza and compared the project's impacts to impacts of a 40-foot-tall building on the project site. The maximum shadow caused by the project would occur on December 13 at 8:26 a.m. when a maximum of about 25,167 square feet of new shadow or about 3,020 square-foot hours would impact Justin Herman Plaza during the day. Figure 21 shows the annual shadow fan, the maximum extent of project shadow, as though cast on the ground without existing intervening buildings. A shadow fan for a 40-foot-tall building is outlined within the project's shadow fan. This fan shows that the project's shadows would not shade Justin Herman Plaza more than a 40-foot-tall building.

Section 295 of the *San Francisco Planning Code* (the *Sunlight Ordinance)* prohibits new shadow upon public spaces under the jurisdiction of the Recreation and Park Department by any structure exceeding 40 feet in height unless the new shadow is found to be less than significant by the San Francisco Planning Commission, with the advice of the Recreation and Park Commission. In the past, new shadows have been considered less than significant if they fell below cumulative limits established by resolution or if they are "de minimus." The proposed hotel project would reach a height of about 84 feet and would introduce new shadow to Justin Herman Plaza at times of the year. The new shadow would not exceed the amount that would occur with a 40-foot-tall building and the shadow from such a building would not be considered significant. Thus it is anticipated that shadow from the proposed hotel would not be considered significant.



SOURCE: CADP ASSOCIATES, 1999

Mission-Steuart Hotel	Figure 21: Project and 40-Foot-Tall Building Shadow Annual Fan	Maxwell & Associates

3.4 TRANSPORTATION[1]

Environmental Setting

Regional Access

The project site is located in downtown San Francisco in the northeastern sector of the City. Regional vehicular access to and from the site is provided by Interstate 80 (I-80), U.S. 101, and Interstate 280 (I-280) via surface streets. Traffic to and from the regional highways would occur along The Embarcadero, Mission Street, Main Street, Howard Street, and Folsom Street. See Figure 1, Project Location, page 2-2.

I-80 is located south of the project site and provides access to and from the East Bay. Westbound I-80 off-ramps from the Bay Bridge are located at Fremont Street just south of Howard Street and at Harrison Street. Eastbound on-ramps to the Bay Bridge are located on Harrison Street at First and Essex Streets and on Bryant Street at Sterling Street (HOV or high occupancy vehicle lane).

U.S. 101, which provides access to the North Bay, the Peninsula, and the South Bay, is located west of the project site. Lombard Street and Van Ness Avenue are designated as U.S. 101 in the northern part of San Francisco. U.S. 101, to and from the south, connects to I-80 in the South of Market area. Off-ramps are provided at Fourth and Bryant Streets and on-ramps are provided at Fourth and Harrison Streets.

I-280 terminates southwest of the project site. It provides on and off-ramps at Sixth and Brannan Streets in the South of Market area and on King Street between Fourth and Fifth Streets in the Mission Bay area.

Local Street System

The site fronts on both Mission Street and Steuart Street. It is adjacent to property which fronts on The Embarcadero and is located one-half block south of Market Street.

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[1] The Duffey Company, *Mission Steuart Hotel Project Transportation Impact Report*, August 9, 1999.

Market Street is the main spine running southwest/northeast through San Francisco, extending from Portola Drive in the Twin Peaks area to Steuart Street at Justin Herman Plaza. It is a two-way, four-lane street with signals at all major intersections. Market Street is a designated Transit Preferential Street (Primary Transit Street), a Citywide Pedestrian Network Street, and a Neighborhood Commercial Street, between Castro Street and Steuart Street, and a Citywide bicycle Route between Eureka Street and Steuart Street in the *San Francisco General Plan*. It is the most heavily used transit corridor in San Francisco, with BART and MUNI Metro service operating underground and the historic F-Line Trolley and bus service operating on the surface of the street.

The Embarcadero runs north/south along the waterfront in northeastern San Francisco. It extends from Fisherman's Wharf in the north to King Street in the south. In the mid-section, between Broadway and Howard Streets, The Embarcadero is a two-way boulevard with three travel lanes in each direction. North of Broadway and south of Howard Street, The Embarcadero is a four-lane boulevard with two travel lanes in each direction and an exclusive transit median. All intersections along The Embarcadero are signalized and left turn lanes are provided at major intersections. The Embarcadero is designated as a Major Arterial and a Transit Preferential Street (Primary Transit Street), a Citywide bicycle Route, a Bay, Ridge and Coast Trail, and a Neighborhood Commercial Street in the *San Francisco General Plan*. The Embarcadero is currently under construction and is planned to be completed in early 2000. The final configuration will include planned improvements as discussed, below, under "Planned Improvements."

Mission Street is a two-way, four-lane roadway connecting Daly City and the Mission District with Downtown San Francisco. It runs east/west in the South of Market area between The Embarcadero and South Van Ness Avenue and north/south between South Van Ness Avenue and Daly City. Signals and left turn prohibitions are in place at major intersections. On weekdays, the westbound outside travel lane on Mission Street between Main and Third Streets, and the eastbound outside travel lane between Third and Beale Streets are dedicated as right-turn/bus only diamond lanes. During the afternoon peak period (4:00 to 6:00 p.m.), the bus lane extends to Eleventh Street in the westbound direction. Mission Street is designated as a Transit Preferential Street (Primary Transit Street), a Citywide Pedestrian Network Street, and a Neighborhood Commercial Street in the *San Francisco General Plan*.

Steuart Street is a relatively wide two-lane, two-way street between Market Street and Mission Street. South of Mission Street Steuart Street transitions to one-way southbound operation for one block and terminates just south of Howard Street in a cul-de-sac. Steuart Street is designated as a Transit Preferential Street (Primary Transit Street) between Market and Mission Streets in the *San Francisco General Plan*.

Intersection Conditions

Existing traffic conditions were evaluated for the weekday p.m. peak hour (generally between 5:00 to 6:00 p.m.) conditions. Traffic counts were conducted at The Embarcadero intersections in 1998 prior to the initiation of construction activities.[2] Traffic counts on Mission Street were conducted on Tuesday, January 5, 1999 between 4:00 to 6:00 p.m. All intersections analyzed are signalized intersections.

Operating characteristics of intersections are described by the concept of Level of Service (LOS). LOS is a qualitative description of an intersection's performance based on the average delay per vehicle. Intersection Level of Service ranges from LOS A, which indicates free flow or excellent conditions with short delays, to LOS F, which indicates congested or overloaded conditions with extremely long delays. Typically, LOS E and F represent unacceptable levels of service. A detailed description of LOS is included in Appendix B, Transportation.

Table 1 presents the results of the intersection LOS analysis for existing weekday p.m. peak hour conditions. As the table indicates, all study intersections are currently operating at acceptable traffic conditions (LOS D or better).

Planned Traffic Improvements

The Embarcadero, between Broadway and Folsom Street, is currently under construction. Upon completion of construction, The Embarcadero will be a four to six-lane boulevard (generally two travel lanes with peak period tow-away parking lanes in each direction) with a relatively broad center median that accommodates streetcar tracks. A signed bicycle route

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[2] Wilbur Smith Associates, *Pier 1 Transportation Study*, November 30, 1998.

will be located along the roadway, either at the curb in peak periods, or between the parking lane and the first travel lane off-peak. A plaza will separate the northbound and southbound travel lanes at the Ferry Building. Construction is scheduled for completion in early 2000. The planned street improvements will add an additional left turn northbound on The Embarcadero at Washington Street.

Table 1: Existing Intersection Level of Service, PM Peak Hour

Intersection	Delay (seconds/vehicle)	LOS
The Embarcadero / Washington Street	26.0	D
The Embarcadero / Ferry Building	15.5	C
The Embarcadero / Mission Street	11.8	B
Mission Street / Steuart Street	7.0	B
Mission Street / Main Street	10.3	B

Notes: Delay expressed as an average delay in seconds per vehicle.

Source: The Duffey Company, 1999.

Numerous additional surface street improvements are proposed in the downtown area in conjunction with the implementation of The Embarcadero Freeway Replacement Project.[3] Proposed improvements that would directly affect the intersections evaluated for the Mission-Steuart Hotel project include restriping of Washington Street between Drumm Street and The Embarcadero. This would provide two travel lanes in each direction and realign this segment to provide a direct connection to Pier One on the east side of The Embarcadero.

MUNI Bus Layover Yard Background

The Mission-Steuart bus layover yard facility serves nine bus lines and can accommodate about ten buses on-site at one time. When the site was reduced in size as a result of the MUNI Metro Turnback Project, three bus lines, the 14-Mission, 14L–Mission Limited, and

[3] USDOT/FHWA, Caltrans, and San Francisco Planning Department, *Final Environmental Impact Statement/Environmental Impact Report Alternatives to Replacement of The Embarcadero Freeway and the Terminal Separator Structure* and Section 4(f) Evaluation, September 12, 1996.

14X–Mission Express, were relocated to designated on-street bus layover spaces opposite the site on the west site of Steuart Street. The No. 14 bus lines have used Steuart Street for layover functions for approximately seven years.[4] For the purposes of this analysis, all twelve lines are discussed in the context of the MUNI bus layover yard relocation.

In addition to improving schedule reliability, layovers at the Mission-Steuart site are used for driver breaks and the site is equipped with restroom facilities.

The two combined layover locations accommodate about 1,544 passengers a day on 1,450 bus trips. Usually only one or two passengers per trip get on or off the bus at these locations. At the Mission-Steuart bus layover yard, there are about 536 daily inbound alightings and 340 daily outbound boardings, for a total daily activity of 876 passengers. An additional 339 daily inbound alightings and 329 outbound boardings occur on Steuart Street at the 14-Mission, 14L–Mission Limited, and 14X–Mission Express layover location for a total of 668 daily passengers at the on-street layover. Approximately 57 percent of the daily boarding and alighting activity occurs at the project site and the remaining 43 percent occurs at the Steuart Street layover for the No. 14 bus lines.

Transit

Local transit service to the site is provided by the San Francisco Municipal Railway (MUNI). Twelve bus lines operating on Mission and Market Streets, begin and end at the MUNI bus layover yard located on the Mission-Steuart Hotel Project site or on Steuart Street, directly across from the project site. The 2-Clement, 6-Parnassus, 7-Haight, 9-San Bruno, 21–Hayes, 31–Balboa, 66–Quintara, 71–Noriega, and 71L–Noriega Limited all operate on Market Street and south on Steuart Street to reach the project site. The 14-Mission, 14L–Mission Limited, and 14X–Mission Express operate on Mission Street. The Mission Street buses turn north at Main Street, travel for one block and turn east on Market Street, to approach the project site from southbound Steuart Street.

An additional 18 electric and diesel bus lines provide service to the downtown area. Rail service is also provided within the downtown area, including: three cable car lines, the

[4] Kim, Henry, MUNI Project Manager, telephone conversation with Rebecca Kohlstrand, The Duffey Company, May 26, 1999.

historic F-Line Trolley that operates on Market Street and which will stop at the project site, and five MUNI Metro lines – J-Church, K-Ingleside, L-Taraval, M-Ocean View, and N-Judah operating under Market Street. The N-Judah line extends south, along The Embarcadero, to the Caltrain Station at Fourth and Townsend Streets. During the p.m. peak hour, headways range from five to 15 minutes on the key transit lines serving downtown.

The Bay Area Rapid Transit District (BART) operates regional rail transit service between the East Bay and San Francisco, and between northern San Mateo County and San Francisco. Within downtown San Francisco, BART operates under Market Street. The nearest BART station to the project site is The Embarcadero Station which is approximately two blocks from the project site. During the p.m. peak hour, BART operates on 3 to 10 minute headways in San Francisco on each of the lines.

The Peninsula Commute Service (Caltrain) provides train service on the Peninsula between San Francisco and Gilroy. The San Francisco terminal is located at Fourth and Townsend Streets, six blocks to the south of the project area (less than one mile). Caltrain operates 66 express and local trains each weekday. Caltrans p.m. peak hour headways are approximately 5 to 30 minutes.

The San Mateo County Transit District (SamTrans) provides bus service between San Mateo County and San Francisco. SamTrans operates 12 bus lines into San Francisco, eight of which terminate in the Downtown at the Transbay Terminal on Mission Street between Fremont and First Streets, about four blocks from the project site. Headways during the p.m. peak hour range from 20 to 30 minutes.

The Alameda-Contra Costa County Transit District (AC Transit) provides transbay bus service between the East Bay and San Francisco. AC Transit buses operate in and out of the Transbay Terminal. Most of the transbay bus service operates during peak commute hours in the peak direction (to San Francisco in the morning and out of San Francisco in the afternoon). Headways range from 15 to 30 minutes.

Golden Gate Transit, operated by the Golden Gate Bridge Highway and Transportation District provides bus service between Marin and Sonoma counties and San Francisco. Golden Gate Transit operates 31 bus routes to the City and 16 ferry feeder bus routes.

Routes serve the Civic Center via the Van Ness Avenue Corridor or the Financial District via the Battery and Sansome Street corridor, about 6 to 7 blocks from the project site. Golden Gate buses operate on headways of 15 to 30 minutes during the p.m. peak hour.

Golden Gate Transit also provides ferry service between Larkspur and Sausalito in the North Bay and San Francisco. Ferry service is provided during the a.m. and p.m. peak periods. The Golden Gate Ferry Terminal is located at the Ferry Building within one block of the project site.

Ferry service to San Francisco is provided, by various ferry operators, from Vallejo, Alameda/Oakland, Harbor Bay Island, and Tiburon. These ferries run on 30-minute to one-hour headways during the peak hour and collectively carry about 990 passengers during the peak hour of operation.[5]

Parking

Parking inventory and occupancy counts were conducted for on-street and off-street parking facilities within an approximately two block radius of the project site.[6] Off-street parking facilities are described as operating at capacity when they are 90 percent full and on-street parking operates at capacity when it is 95 percent full.

On-Street Parking

About 360 on-street metered parking spaces are located in the vicinity of the Mission-Steuart Hotel site. The weekday mid-day occupancy is 101 percent. Cars were observed to be parked illegally in construction zones and truck loading zones, accounting for an occupancy which exceeds the number of legal parking spaces. In addition to the standard on-street parking spaces, 160 motorcycle parking spaces are located in the project vicinity. These spaces were observed to be 100 percent occupied during the weekday mid-day.

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[5] The peak hour for ferry service was defined as the peak hour of operation for each of the service providers. The Vallejo and Alameda/Oakland ferries were assumed to provide two runs each during the p.m. peak hour and the Harbor Bay ferry was assumed to provide one run during the p.m. peak hour.

[6] On-street parking data was collected Monday, December 14, 1998 between 1:30 - 3:30 p.m. Off-street parking data was collected Tuesday, December 15, 1998 between 1:30 - 3:30 p.m.

Off-Street Parking

Nine parking garages or lots are open to public parking in the area. Most of the parking garages and lots in the vicinity of the project operate with valet service during the week. Those parking facilities that are open on weekends generally operate as self-park facilities. There are about 1,750 publicly available off-street parking spaces within two blocks of the project site. (This inventory does not include private parking spaces that are restricted for use by residents, customers, and employees of private businesses, or public agencies.) During mid-day on weekdays, these lots are 97 percent full. Occupancy on evenings and weekends is substantially less.

Pedestrian and Bicycle Conditions

Market and Mission Streets are designated as Citywide Pedestrian Network Streets in the *San Francisco General Plan.*[7] The Embarcadero, Market Street, Mission Street, Drumm Street, Davis Street, California Street, and Sacramento Street are designated as Neighborhood Pedestrian Streets in the Transportation Element of the *San Francisco General Plan.* The Embarcadero is also part of the regional Bay Trail.

The MUNI bus layover yard currently generates pedestrian activity at the project site. It is estimated that approximately 880 passengers a day get on or off the buses at this site or an estimated 90 passengers during the p.m. peak hour.[8] An additional 670 daily passengers, or about 70 in the p.m. peak hour, get on or off the No. 14 bus line, which terminates on Steuart Street directly across from the project site.

Other pedestrian activity around the site is related to pedestrians traveling down Mission Street to get to the waterfront and pedestrians traveling along Steuart Street to and from Justin Herman Plaza and the office and commercial uses south of Mission Street. Most of the pedestrian activity along The Embarcadero is concentrated on the east side (Herb Caen Way). Pedestrian movements bordering the site flow freely.

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[7] City and County of San Francisco, *San Francisco General Plan*, Transportation Element, July 1995.

[8] Manuel Padron & Associates, MUNI Mission and Steuart Site Bus Relocation Analysis, May 24, 1999 Update.

Several streets in the vicinity of the project site are part of the San Francisco Department of Parking and Traffic numbered and signed bicycle route network. The Embarcadero (#5) is a Class II Bicycle facility (striped and signed lane) north of Broadway and south of Folsom Street and a Class III Bicycle facility (signed bicycle route) between Broadway and Folsom Streets. Folsom Street (#30), west of Main Street, has a designated bicycle lane (Class II bicycle facility) and a signed bicycle route east of Main Street (Class III bicycle facility). Market Street (# 50), Howard Street (#30) and Second Street (#11) are all signed bicycle routes (Class III bicycle facilities). All of these streets are designated as Citywide Bicycle Routes in the *San Francisco General Plan*. In addition to these designated lanes, the Department of Parking and Traffic is considering establishing a bicycle lane southbound on Spear Street and northbound on Main Street. The Department of Parking and Traffic is coordinating the proposal with MUNI to ensure compatibility with the MUNI bus layover yard relocation project.[9]

Significance Criteria

In San Francisco, a project is typically considered to have a significant effect on the environment if it would cause traffic at an intersection to deteriorate to an unacceptable level (from LOS D or better to LOS E or LOS F); interfere with existing transportation systems causing substantial alteration to circulation patterns or causing major traffic hazards; or contribute substantially to cumulative traffic increases at intersections that would result in deterioration of traffic conditions to unacceptable levels.

While the City has no formally adopted significance criteria for potential impacts related to transit, a project is typically considered to have a significant effect on the environment if it would cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity, substantially conflict with transit operations; or cause a substantial deterioration in transit service levels.

San Francisco General Plan policies emphasize the importance of public transit use and discourage the provision of facilities which encourage automobile use. Therefore, the creation of parking demand which cannot be met by existing or proposed parking facilities

[9] Mirabdal, Javad, Department of Parking and Traffic, Memorandum to Joy Navarrete, San Francisco Planning Department, May 21, 1999.

would not be considered a significant environmental effect. However, the City would generally consider whether the unmet parking demand would result in other significant physical effects or hazardous conditions.

The project would be considered to have a significant effect on the environment if it were to result in substantial pedestrian overcrowding on public sidewalks; create particularly hazardous conditions for pedestrians or bicyclists; or otherwise substantially interfere with pedestrian and bicycle accessibility of the site and to adjoining areas.

Impacts

MUNI Bus Layover Yard Relocation

As part of the proposal to develop a hotel on the proposed project site, the existing MUNI bus layover functions would be relocated. In addition to laying over, minor clean-up of buses occurs at the project site, but no major repair or maintenance functions currently take place at the project site or would be anticipated to occur at the proposed layover locations. The proposed relocation of the these functions was analyzed in a report prepared for MUNI by Manuel Padron & Associates.[10]

No layover functions would be moved from the project site until the new layover location is completed, including the installation of new signs and overhead wires.

Proposed Operating Plans

The MUNI has developed two operating plans for relocating the bus layover functions from the Mission-Steuart bus layover site to on-street locations in the vicinity of the project site: a preferred proposal and an alternative proposal, for comparison purposes.

The preferred proposal consists of on-street bus layovers on Steuart Street, Mission Street, and Main Street and rerouting of two bus lines, the 2–Clement and the 6–Parnassus, to the

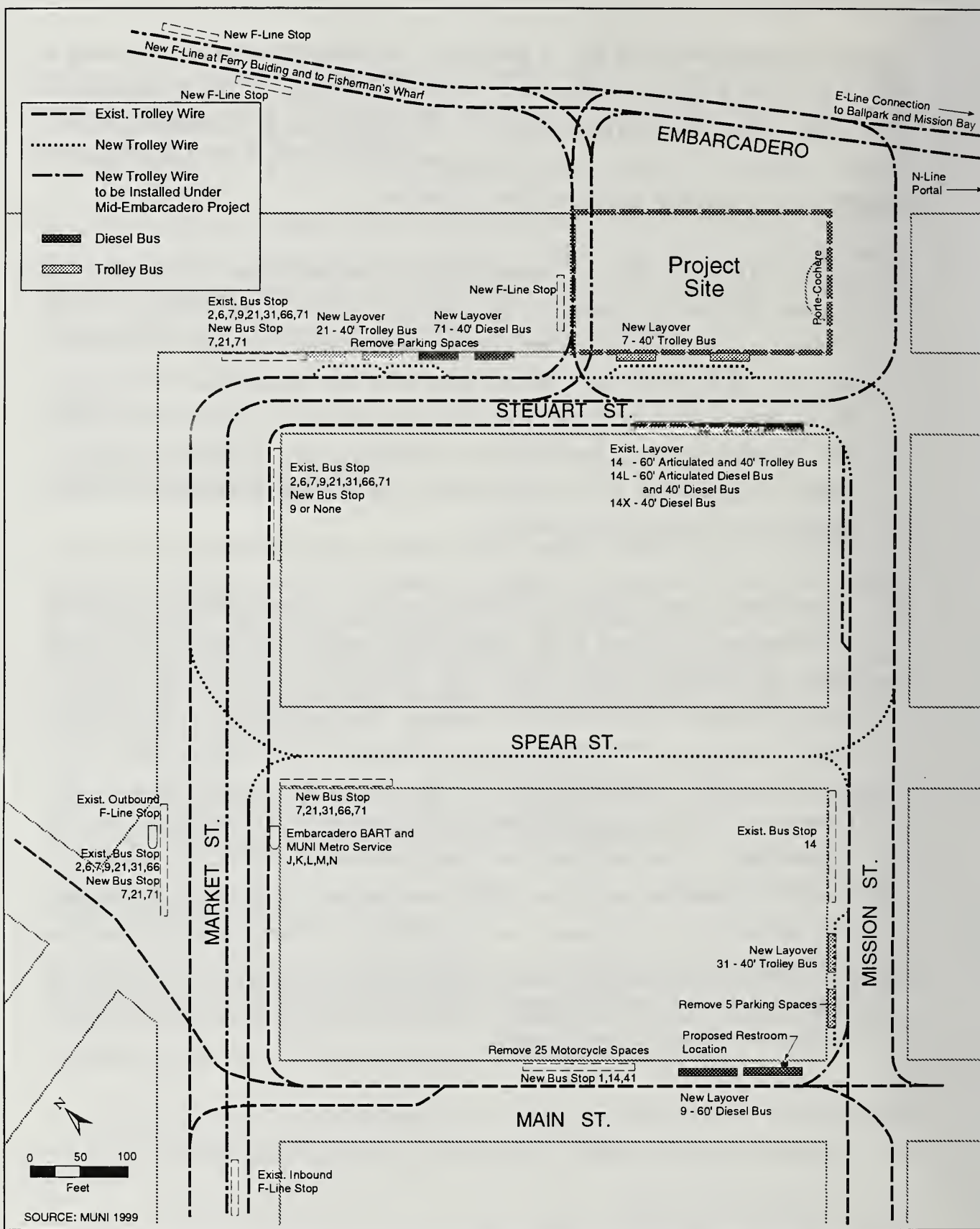
[10] Manuel Padron & Associates, *MUNI Mission and Steuart Site Bus Relocation Analysis,* May 24, 1999 Update. The study's findings and impacts associated with changes to weekday service are summarized in this section of the report. The impacts on weekend service are detailed in the Padron report.

Transbay Terminal (see Figure 22). A minimum of two buses would be accommodated at each layover zone at a time with one layover location able to accommodate two buses at one time. Light cleaning functions performed at the project site would be performed on-street at the new bus layover locations. More detail is proved below, along with an assessment of changes in travel times that would result from relocation.

- Transbay Terminal – The 2–Clement and the 6–Parnassus would be rerouted to the Transbay Terminal for layover at the horseshoe in front of the building. The 6–Parnassus, which previously terminated at the Transbay Terminal, will return to layover at the Transbay site.[11] This relocation will occur, independent of the Mission-Steuart project, when the F-Line Trolley becomes operational to Fisherman's Wharf. The 2–Clement rerouting would occur in conjunction with the proposed MUNI bus layover yard relocation for the hotel project. Each of these reroutings would save 4 minutes in travel time on every bus trip.

- Steuart Street - The 7–Haight, the 21-Hayes, and the 71–Noriega buses would layover on the east side of Steuart Street. Buses would approach the layover from Market Street, via Spear and Mission Streets. The 7–Haight bus would layover directly in front of the proposed hotel site (two bus spaces). The 21-Hayes and 71–Noriega buses would layover to the north of the hotel site, adjacent to Justin Herman Plaza. Up to four buses could be accommodated at one time in the northerly layover zone. Currently there are no parking spaces on this block due to construction activity. Approximately 12 parking spaces that would have been replaced at the conclusion of The Mid-Embarcadero and F-Line Trolley construction projects, would be eliminated with the bus layover relocation. The 7–Haight and 71–Noriega rerouting would not add travel distance to the bus trips, but an additional two minutes in travel time would be required for each bus trip because of the two additional signalized intersections that the buses would have to travel through.

[11] The 6–Parnassus was relocated from the Transbay Terminal to the Mission Steuart Street bus terminal in 1995 when service on the F-line was initiated on Market Street.


New F-Line Stop
New F-Line at Ferry Buiding and to Fisherman's Wharf
New F-Line Stop
E-Line Connection to Ballpark and Mission Bay
EMBARCADERO
N-Line Portal
Exist. Trolley Wire
New Trolley Wire
New Trolley Wire to be Installed Under Mid-Embarcadero Project
Diesel Bus
Trolley Bus
Project Site
Porte-Cochere
New F-Line Stop
Exist. Bus Stop 2,6,7,9,21,31,66,71
New Bus Stop 7,21,71
New Layover 21 - 40' Trolley Bus
Remove Parking Spaces
New Layover 71 - 40' Diesel Bus
New Layover 7 - 40' Trolley Bus
STEUART ST.
Exist. Bus Stop 2,6,7,9,21,31,66,71
New Bus Stop 9 or None
Exist. Layover 14 - 60' Articulated and 40' Trolley Bus
14L - 60' Articulated Diesel Bus and 40' Diesel Bus
14X - 40' Diesel Bus
SPEAR ST.
Exist. Outbound F-Line Stop
Exist. Bus Stop 2,6,7,9,21,31,66
New Bus Stop 7,21,71
MARKET ST.
New Bus Stop 7,21,31,66,71
Embarcadero BART and MUNI Metro Service J,K,L,M,N
Exist. Bus Stop 14
MISSION ST.
New Layover 31 - 40' Trolley Bus
Remove 5 Parking Spaces
Proposed Restroom Location
Remove 25 Motorcycle Spaces
New Bus Stop 1,14,41
New Layover 9 - 60' Diesel Bus
MAIN ST.
N
0 50 100
Feet
Exist. Inbound F-Line Stop
SOURCE: MUNI 1999

Mission–Steuart Hotel	Figure 22: MUNI Bus Layover Yard Relocation, Preferred Proposal	Maxwell & Associates

- The 14-Mission buses would continue to layover on Steuart Street directly across from the project site. Three buses can be accommodated at this layover zone. The project would not change the No. 14 bus line operations when compared to existing conditions. However, prior to initiation of the MUNI bus layover yard relocation project, the No. 14 layover functions were proposed to return to the project site at the conclusion of The Mid-Embarcadero and F-Line Trolley construction with routing along Mission Street directly to the Steuart Street layover lot. Layover functions have been located on Steuart Street for the past seven years with routing eastbound on Mission then left or northbound on Main Street, then right or eastbound on Market Street, then right or southbound Steuart Street, and then the bus lays over on Steuart Street.[12]

- The 66-Quintara bus would not require layover space in the a.m. peak period because it originates at a bus yard and would deadhead to/from the project area. In the p.m. peak period, staging for the 66-Quintara would share layover space (up to three minutes) with the 7–Haight and 71–Noriega lines. There would be no mileage or travel time changes to the 66-Quintara bus service.[13]

- Mission Street – The 31–Balboa bus would layover on Mission Street between Spear and Main Street. Buses would approach the layover from Steuart Street and turn right onto Mission Street. The 31–Balboa relocation would eliminate five metered (30-minute meters) parking spaces on the north side of Mission Street (at the west end). These meters are operational during morning and mid-day hours, but are in a p.m. peak period (3 to 6 p.m.) tow away zone. This rerouting would save about 540 feet in travel distance each round trip, but would not result in a time savings due to the additional signalized intersection that buses would travel through. During peak periods, buses using this layover location could mean that other buses (e.g. the 14-Mission) would have to use adjacent mixed-flow traffic lanes to bypass the area. Thus transit service could be incrementally affected in periods when there is traffic congestion adjacent to the layover areas.

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[12] Katz, John, MUNI Senior Transit Planner, Construction Division, telephone conversation with Sally Maxwell, Maxwell & Associates, August 10, 1999.

[13] Katz, John, August 10, 1999.

- Main Street – The 9–San Bruno layover would be relocated to the east side of Main Street, immediately north of Mission Street. Sufficient curb space would be provided for two buses. An existing bus zone would be moved north as a result of the bus layover relocation, resulting in the loss of 25 motorcycle parking spaces. A restroom facility would be provided at the bus layover facility on Main Street to serve bus operators using the 9–San Bruno and 31–Balboa bus layover zones. Like the 31–Balboa line, this rerouting would save about 540 feet in travel distance each round trip, but would not result in a time savings due to the additional signalized intersection that buses would travel through.

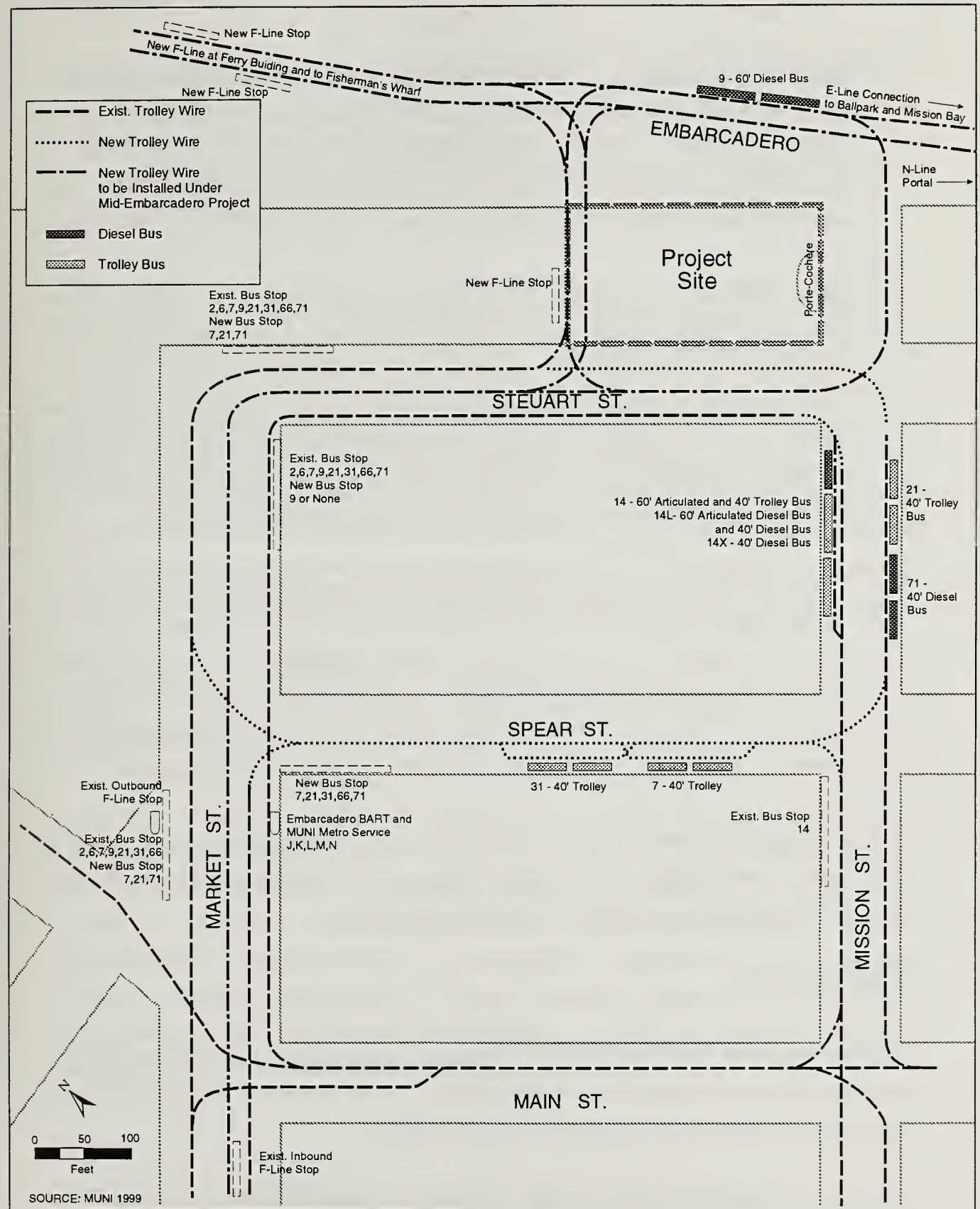
The alternate layover would remove all bus layover activity on Steuart Street and shift it to Mission, Spear, and Main Streets. (See Figure 23 for alternate bus layover zones.)

- The No. 14, No. 14L, and No. 14X lines would be relocated from the western curb of Steuart Street to the northern curb face (east end of the block) of Mission Street between Steuart and Spear Streets. The bus routing would remain the same as it is today with the bus layover zone moving around the corner. This shift would result in the loss of four parking spaces and two loading zones on Mission Street.[14]

- The 21-Hayes and71–Noriega bus layover zones would shift from the eastern curb of Steuart Street to the southern curb of Mission Street (east end of the block) between Steuart and Spear Streets. The bus routing would remain the same as proposed under the preferred relocation proposal; buses would turn right onto Spear Street from Market Street, left on Spear Street to Mission Street, and left onto Steuart Street from Mission Street. This shift would potentially allow twelve parking spaces to be re-established on Steuart Street, but would eliminate fourteen parking spaces and a loading zone on the Mission Street curb in front of Rincon Annex.

- The 7–Haight bus layover zone would shift from the eastern curb of Steuart Street to the western curb of Spear Street (south end of the block) between Market and Mission

[14] Katz, John, MUNI Senior Transit Planner, Construction Division, memorandum to Nancy Whelan, *et. al.*, July 15, 1999.


New F-Line Stop
New F-Line at Ferry Buiding and to Fisherman's Wharf
New F-Line Stop
9 - 60' Diesel Bus
E-Line Connection to Ballpark and Mission Bay
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New Trolley Wire
New Trolley Wire to be Installed Under Mid-Embarcadero Project
Diesel Bus
Trolley Bus
Project Site
Porte-Cochère
New F-Line Stop
Exist. Bus Stop 2,6,7,9,21,31,66,71 New Bus Stop 7,21,71
STEUART ST.
Exist. Bus Stop 2,6,7,9,21,31,66,71 New Bus Stop 9 or None
14 - 60' Articulated and 40' Trolley Bus
14L- 60' Articulated Diesel Bus and 40' Diesel Bus
14X - 40' Diesel Bus
21 - 40' Trolley Bus
71 - 40' Diesel Bus
SPEAR ST.
Exist. Outbound F-Line Stop
Exist. Bus Stop 2,6,7,9,21,31,66 New Bus Stop 7,21,71
MARKET ST.
New Bus Stop 7,21,31,66,71
31 - 40' Trolley
7 - 40' Trolley
Embarcadero BART and MUNI Metro Service J,K,L,M,N
Exist. Bus Stop 14
MISSION ST.
MAIN ST.
N
0 50 100
Feet
Exist. Inbound F-Line Stop
SOURCE: MUNI 1999

Mission–Steuart Hotel	Figure 23: MUNI Bus Layover Yard Relocation, Alternative Proposal	Maxwell & Associates

Streets. Buses would turn right on to Spear Street from Market, right on to Mission Street, and return to Market Street via Steuart Street. This change would not be expected to result in a savings of bus revenue hours or miles as the route would be similar to what would occur if the layover remained on Steuart Street. This shift would eliminate four passenger loading zones and two yellow spaces on Spear Street.

- The 31–Balboa bus layover would shift from the northern curb face of Mission Street (west end of block) between Spear Street and Main Street to the western curb face of Spear Street (mid block just north of the 7–Haight bus layover zone). The bus routing would be the same as that proposed in the preferred proposal, with the bus layover just shifted to an alternate location along the same route. There would be no time savings associated with this bus layover relocation. This change would eliminate one yellow loading zone, one blue handicapped zone plus 18 motorcycle parking spaces.

- The 2–Clement bus layover would shift from the Transbay Terminal to the eastern curb of Main Street (mid block north of an existing bus stop). This would reduce the amount of travel distance and travel time savings associated with shift of the bus layover zone to the Transbay Terminal. The travel distance would go from over ½ mile down to 270 feet (540 feet round trip). Similar to the preferred proposal, the 25 motorcycle parking spaces on the east curb of Main Street would be eliminated.

- The 9–San Bruno bus would be rerouted to the Ferry Building with curbside layover in front of the building. This proposed change would add about 2/3 mile of travel distance and about 5 minutes to each one-way bus trip.

Relocation Impacts

Relocation impacts have been analyzed in terms of passenger service, transit (non-service) operations, and potential for service delays due to traffic congestion and additional stop lights impacting the relocated routes and layover locations.

Based on the minimal changes to route structure, the proposed MUNI bus layover yard relocation would have minimal impact on transit ridership and would not have an adverse

impact on pedestrian circulation. Passengers for the No. 7, No. 14, No. 14L, No. 14X, No. 21, No. 66, and the No. 71 lines would continue to board and alight in the vicinity of the Mission-Steuart layover site, along Steuart Street. Bus patrons on the No. 31 and the No. 9 bus lines, depending upon their destinations, may be required to walk additional distances of one to two blocks to and from the on-street bus layover locations.

Pedestrian travel to and from the bus layover zones would be more dispersed throughout the area than currently occurs. Of the approximately 1,550 daily passengers boarding and alighting at the project site or on Steuart Street, about 68 to 70 percent would continue to board or exit the bus along Steuart Street at the designated on-street bus layover locations. The remaining patrons would board and exit buses at the Transbay Terminal, along Mission Street, or on Main Street. No sidewalk or crosswalk changes are proposed nor would be required in conjunction with the MUNI bus layover relocation, except to accommodate standard transit amenities such as shelters at appropriate locations. MUNI would work with the Department of Parking and Traffic to ensure that the bicycle lanes under consideration along Steuart Street are compatible with the proposed relocation of bus layover functions.

The patrons on the 2–Clement and 6–Parnassus bus lines, that would be rerouted to the Transbay Terminal, would potentially experience the greatest change in service. The 6–Parnassus bus line has only a few passengers in this segment of Market Street and is scheduled to be returned to layover at the Transbay Terminal upon completion of the F-Line Trolley line independent of the MUNI bus layover yard relocation project. No impacts are expected on the 6–Parnassus line ridership. Currently there are about 640 daily passengers on the 2–Clement bus line, boarding and alighting between Fremont Street and Steuart Street. This constitutes about 10 percent of the total daily bus passengers in this segment of Market Street.[15] These passengers would be required to walk additional distances or board another bus along Market Street that provides service down to Steuart Street. Ridership on the 2–Clement line could decline while ridership on other lines serving the east end of Market Street could increase as a result of these shifts.

[15] This represents 10 percent of the bus passengers for the 12 lines serving the MUNI bus layover yard at Mission and Steuart Streets.

The preferred proposal would result in the loss of 12 parking spaces that would have been replaced without the MUNI bus relocation, five metered non-peak parking spaces, and 25 motorcycle parking spaces.

The potential impacts on transit route operations for the preferred proposal are summarized in Table 2. Under the preferred proposal, it is estimated that a net increase of one bus would be required to provide peak service on weekdays. Specifically, an additional bus may be

Table 2: Preferred Proposal, Weekday Operating Statistics

Route	Peak Hour Buses	Δ in Peak Buses	Daily Revenue Bus Miles	Δ in Daily Revenue Bus Miles	Daily Revenue Bus Hours	Δ in Daily Revenue Bus Hours
Transbay Terminal Relocation						
2	10	0	624	(68)	99.7	0
6	10	(1)	1,083	(109)	152.5	(18)
On-Street Bus Layover Relocation						
7	8	0	540	0	97.1	0
9	15	0	1,927	(8)	221.7	0
14	24	0	3,024	0	405.8	0
14L/14X	9	0	556	0	64.8	0
21	16	1	1,092	0	174.6	13
31	11	0	1,411	(11)	184.1	0
66	7	0	513	0	49.6	0
71/71L	12	0	1,383	0	175.6	0
TOTAL	**112**	**1**	**11,070**	**(87)**	**1,473.0**	**13**

Notes: Numbers in parentheses ( ) represent a negative number or a decline in bus miles or bus hours. The relocation statistics are presented for the 6–Parnassus line, but are not included in the total as the savings are not attributable to the Bus Layover Relocation Project.

Source: Manuel Padron & Associates, *MUNI Mission and Steuart Site Bus Relocation Analysis,* May 24, 1999 Update.

needed on the 21-Hayes line to accommodate the additional running time during the peak to accommodate an additional 13 daily revenue bus hours. (The savings of one peak hour bus realized with the relocation of the 6–Parnassus line to the Transbay Terminal, would not be attributable to the Bus Layover Relocation Project.) Changes in other bus line operations, would not be sufficient to increase or decrease the number of buses serving each line. A net decrease of 87 daily revenue bus miles weekdays would occur due to shorter distances traveled, but a net increase of 13 daily revenue bus hours due to the additional signalized intersections that buses must travel through to get to the new layover locations. The increase in daily bus revenue hours would occur as a result of the additional bus required to provide service on the 21-Hayes line. In the context of total revenue hours on affected routes, the projected increase would not be considered significant.

Traffic in the vicinity of the existing MUNI bus layover lot and proposed on-street layover locations can be congested at some times of the day, and the presence of large (40- to 60-foot) transit vehicles operating on streets in the area contributes to that congestion. Relocating bus layover functions to City streets would mean there would be fewer buses operating on some blocks and more operating on others. For example, fewer buses would operate on Steuart Street and more buses would operate on Main Street.

In general, increased traffic congestion could result on streets where there would be increased bus activity if the number of travel lanes were to be physically reduced by the addition of a layover area, or if buses were to double park in existing travel lanes instead of using designated layover areas. The only reduction in travel lanes anticipated is the loss of one half block of a peak period tow away zone on the north side of Mission Street between Spear and Main Streets for layover of the 31-Balboa line. The loss of one-half block of peak period tow away zone is not expected to result in a significant impact on traffic operations as volumes are moderate and the lane is not currently available the full length of the block for unobstructed peak period travel, as the other half is occupied by a bus stop for the 14-Mission line.

Layover areas would be sized to accommodate the maximum number of buses expected to stop during peak periods, and would be signed and striped for bus use only. If necessary, parking enforcement officers could be assigned to enforce no stopping of private vehicles in MUNI bus layover areas, ensuring that buses would have no cause to double park in existing

travel lanes. As a result, any increases in traffic congestion as a result of the bus relocation are expected to be limited in both location and duration, and would not reach a level of significance.

For the alternative proposal, the rerouting of the 9–San Bruno bus to the Ferry Terminal would result in the need for one additional bus to serve this route.

This alternative proposal would reduce the number of buses turning left from Mission Street on to Steuart Street and therefore would slightly improve traffic flow operations on Mission Street. The number of buses on Spear Street would increase under this alternate proposal as bus layover facilities are relocated from Steuart Street to Spear Street.

This alternative would result in the loss of six regular parking spaces, 43 motorcycle parking spaces, one handicapped parking space, approximately four passenger loading zones, and six yellow freight loading zones. The alternative proposal would thus result in a greater loss of on-street parking and loading functions than under the preferred proposal.

Transit passengers for the 21-Hayes, 71–Noriega, and 7–Haight lines would be moved further east from the current terminal location at Mission Street. This may require patrons to walk longer distances to their final destinations. The shifting of the 2–Clement bus layover location back to Main Street would reduce the out of distance travel that patrons would be required to make under the preferred proposal.

Project Trip Generation

The transportation impacts associated with the proposed Mission-Steuart Hotel project were assessed based on an estimation of the total number of person trips generated by the project. Person trips were estimated by category of proposed use and broken down by mode of travel based on geographic trip distribution. Vehicular trips were estimated by applying an average auto occupancy rate and were split by inbound and outbound movements for distribution to the street system to assess intersection impacts.

Person-trip generation for the project is based on the transportation study for this EIR[16] and rates obtained from the *Guidelines for Environmental Review: Transportation Impacts (San Francisco Guidelines)* published by the City and County of San Francisco, Planning Department, July 1991. Transportation analyses used the *Citywide Travel Behavior Survey (CTBS)* and the *Supplemental Tables to the CTBS.* Intersection analyses were conducted for two future conditions: Existing Plus Project and Cumulative 2015, using the *1994 Highway Capacity Manual.* Background growth estimates are based on travel volume increases previously projected for the Mission Bay and Transbay Redevelopment Area project studies.[17]

Standard hotel trip generation rates account for general retail use and meeting room space associated with hotels. The restaurant/café space and the MUNI retail space were treated as independent uses for the purposes of trip generation to account for the possibility that: 1) the café may draw patrons from the surrounding office buildings and 2) the specialized MUNI retail would draw patrons beyond the hotel guests. Standard trip generation rates were applied to the restaurant/café, but were discounted by 42 percent to avoid double-counting hotel guests who would also be using the café based on the mode of travel of retail/restaurant trips generated from outside the region as reported in the 1993 Visitor Travel Behavior Survey. The MUNI retail was treated as a specialty retail shop that would attract patrons beyond those staying at the hotel.

The person-trip generation was calculated for the weekday p.m. peak hour when traffic congestion in the site vicinity is generally at its worst.

The project is estimated to generate a total of approximately 4,160 daily person-trips. Due to the nature of shift work for employees and the patterns of hotel guests, a small percentage of the hotel and retail trips, three percent and four percent respectively, would be generated during the standard evening peak commute hour. This translates to 188 new p.m. peak hour project related trips. Table 3 shows the trip generation for the project.

Trips were broken down into work and non-work categories and the origins of the trips were identified. The majority of work trips (about 58 percent) originate in San Francisco or in the

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[16] The Duffey Company, 1999.

[17] City and County of San Francisco, *Mission Bay Subsequent Environmental Impact Report,* April 11, 1998 and *Transbay Redevelopment Area Plan EIR Transportation Study, Final Report*, April, 1998.

East Bay (about 23 percent). The non-work trips are more heavily oriented toward San Francisco, with about 73 percent of all trips originating within the City.

Table 3: Proposed Project Trip Generation

Land Use	Size	Daily Trip Rate[a]	New Daily Trips[b]	PM Peak Hour Percentage	PM Peak Hour Trips
Hotel	200 rooms	17.4	3,480	3.2%	112
MUNI Retail	1,050 sq. ft.	150.0	158	4.0%	6
Restaurant/Café	4,500 sq. ft.[c]	200.0	522	13.5%	70
TOTAL			**4,160**		**188**

[a] Trip rates for hotel is per room and trip rate for retail and restaurant is per 1,000 square feet.
[b] Restaurant trips were reduced by 42 percent to avoid double-counting trips generated by hotel guests based on the mode of travel of retail/restaurant trips generated from outside the region as reported in the 1993 Visitor Travel Behavior Survey.
[c] Of the total restaurant/café space, 1,500 sq. ft. would be outdoor seating area.

Source: The Duffey Company, 1999; San Francisco Planning Department *Guidelines for Environmental Review, Transportation Impacts,* July 1991.

The mode of travel for project trips is summarized in Table 4. During the p.m. peak hour, the greatest percentage of person trips to and from the site, 46 percent, would arrive on foot. About 32 percent of the person trips would arrive by auto and about 19 percent by transit. An estimated 31 automobile trips would occur during the p.m. peak hour, 58 percent of which would be inbound.

Table 4: PM Peak Hour Person and Vehicle Trips

	Person Trips					Vehicle Trips		
Trip Origin	**Auto**	**Transit**	**Walk**	**Other**	**Total**	**Inbound**	**Outbound**	**Total**
Number of Trips	60	35	86	7	188	18	13	31
Percent Total Trips	32%	19%	46%	4%	100%	58%	42%	100%

Source: The Duffey Company, 1999.

Site Circulation

Traffic circulation on the site would be altered from the current conditions with implementation of the proposed Mission-Steuart Hotel project. The MUNI buses entering and exiting the site would be relocated to various on-street MUNI bus layover locations, reducing the volume of transit vehicles on the street. As discussed in Relocation Impacts, above, a net decrease of 87 daily revenue bus miles weekdays would occur due to shorter distances traveled. Some individual streets could have additional bus traffic, but fewer miles traveled would result for each bus line. The main pedestrian entrance to the hotel and the *porte-cochere* would be located off of Mission Street. Most pedestrians would enter at this location, as would cars and taxis. Autos entering the parking garage, located off of Steuart Street, would be handled through a valet parking operation. Cars moving between the parking garage and the *porte-cochere,* would all travel through the Mission Street / Steuart Street intersection.

Traffic Impacts

The intersection analysis assesses potential traffic impacts generated by the addition of project-related traffic to existing conditions and cumulative traffic conditions. Impacts were evaluated for the study intersections during weekday p.m. peak hour conditions with both project-generated and cumulative traffic added to existing traffic volumes. Table 5 presents intersection LOS analyses.

Under the Existing Plus Project condition, the level of service at each of the study intersections would remain the same as under the existing acceptable conditions. Localized traffic would increase on Mission Street between The Embarcadero and Steuart Street as vehicles arrive at the hotel *porte-cochere* and move between the passenger loading and unloading area and the parking facility. The peak hours of activity for the hotel would not coincide with the peak hours of activity of the adjacent streets.

Under the Cumulative 2015 conditions, all study intersections would operate at LOS C or better. While delays would increase at some intersections; intersection improvements at other locations would reduce the average delay experienced by motorists. At The Embarcadero

Table 5: Intersection Level of Service, PM Peak Hour

Intersection	Existing		Existing Plus Project		Cumulative 2015	
	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS	Delay (sec/veh)	LOS
The Embarcadero / Washington St.	26.0	D	26.3	D	16.4	C
The Embarcadero / Ferry Building	15.5	C	15.6	C	21.0	C
The Embarcadero / Mission Street	11.8	B	11.8	B	15.4	C
Mission Street / Steuart Street	7.2	B	7.4	B	7.4	B
Mission Street / Main Street	10.3	B	10.3	B	11.6	B

Note: Delay is expressed as an average delay in seconds per vehicle for signalized intersections.

Source: The Duffey Company, 1999.

and Washington Street, the average vehicular delays would decrease due to the double left-turn lane provided from northbound on The Embarcadero to Washington Street as part of The Embarcadero improvements. Average vehicular delays on The Embarcadero at the Ferry Building and Mission Street, and at the Mission Street / Main Street intersection would increase from two to six seconds due to overall traffic growth associated with cumulative development. No increase in travel delays is expected at the Mission Street / Steuart Street intersection.

Other intersections in the vicinity of the project site experience substantial congestion in the p.m. peak period, particularly at intersections along routes which lead to freeway access. The project would contribute incrementally to congestion at these intersections, many of which are projected to function at unacceptable LOS in the future whether or not the proposed project proceeds.[18] The project's incremental contribution would not be considered to be considerable or significant in the context of area-wide congestion.

[18] City and County of San Francisco, *Transbay Redevelopment Area Plan EIR Transportation Study, Final Report*, April, 1998; Donna Pittman, Val Menotti, Pittman & Hames Associates, Memorandum to Fred Ridel, Planning Department, "Transbay Interim Year Parking Analysis," June 3, 1999.

Transit Impacts

The project would generate approximately 35 transit trips (20 inbound and 15 outbound) during the p.m. peak hour. Based on the project trip distribution, 26 trips would be internal to San Francisco and would be expected to use MUNI. Most of the MUNI riders would be crossing the Northwest screenline. The remaining nine transit riders would be spread among the regional transit carriers.

MUNI service capacity was analyzed in terms of a series of screenlines. The concept of screenlines is used to describe the magnitude of travel from or to the downtown area and its vicinity, and to compare estimated transit volumes to available capacities for each transit operator. Screenlines are hypothetical lines that would be crossed by persons traveling between downtown and its vicinity and other parts of San Francisco and the region. Four screenlines have been established in San Francisco to analyze operational impacts of the proposed project on MUNI service: Northeast, Northwest, Southwest, and Southeast, and sub-corridors within each screenline.

With the project, the capacity utilization at each of the MUNI screenlines would remain the same as it is under the Existing Conditions. The proposed Mission-Steuart Hotel Project would not add enough additional transit trips in the p.m. peak hour to change the level of service. All of the screenlines would continue to operate at acceptable levels of service, with a capacity utilization of 82 percent or less. Demand would exceed capacity on some of the individual transit lines serving the downtown area during the p.m. peak hour. This condition would be compounded if scheduled transit runs are missed and passengers must compete for a smaller number of available seats. No significant MUNI service impacts associated with the proposed project would occur.

The transit ridership and capacity assessment for the Cumulative 2015 condition is based on year 2015 MUNI Ridership Projections generated for the Transbay Redevelopment Area Plan and includes trips that would be generated by the proposed project.[19] In 2015, MUNI service to downtown would operate overall at 98 percent of capacity during the p.m. peak hour, but ridership demand would be approaching or exceeding capacity in several corridors.

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[19] City and County of San Francisco, San Francisco MUNI Capital Planning Department, "Ridership Projections to the Year 2015," May 5, 1997.

The southwest MUNI screenline, which includes most of the MUNI Metro lines, would operate at 105 percent of capacity whether or not the proposal is implemented.

Other transit lines crossing the Northwest, Southeast, and Southwest screenlines would also have ridership demands that exceed capacity. The Northwest, Southeast, and Southwest screenlines would operate between 91 and 99 percent of capacity.

The proposed project's incremental contribution to the cumulative increase in transit ridership would not be considered a significant cumulative effect.

The regional transit capacity utilization would remain the same under the Existing Plus Project Condition as under the Existing Condition. The nine p.m. peak hour trips added to the regional transit system would not have a noticeable impact on regional transit level of service. The transit demand for the East Bay would exceed the transit capacity due to overcrowded conditions that currently exist for transbay BART service. Transit demand in all other corridors would be less than the available capacity. Transit would operate at acceptable levels of service in the North Bay and South Bay. The project would not have a significant impact on regional transit service during the p.m. peak hour.

Parking Impacts

The parking impacts of the proposed project were evaluated by calculating the parking required by the *San Francisco Planning Code,* estimating the parking demand for the project, and comparing it to the proposed parking supply.

The *San Francisco Planning Code* does not require off-street parking for uses, other than residential, in the C-3 district due to the compact nature of the area and the relatively high accessibility of transit service provided. No parking would be required for the hotel and its accessory uses if the zoning was changed to C-3-O. Accessory parking is permitted up to 15 spaces or seven percent of the gross floor area, whichever is greater, of a development in the C-3 District, without conditional use authorization. Based on these guidelines, the Mission-Steuart Hotel project would be permitted up to about 9,100 square feet for parking spaces if the site was rezoned to C-3-O.

If the zoning was changed to C-2, 13 off-street parking spaces would be required for the hotel, per *San Francisco Planning Code* Table 151 and Section 151. Because only nine independently accessible on-site parking spaces are proposed to be provided, a parking variance would be required. The amount of space proposed for restaurant and retail uses combined would not trigger an off-street parking requirement for these uses.

The *San Francisco Planning Code* requires one designated handicapped parking space for each 25 off-street parking spaces provided and one bicycle parking space for each 20 off-street parking spaces provided.

The parking demand for the project was calculated using the Planning Department's guidelines for environmental review. Employee and visitor parking was calculated for the hotel and short-term and long-term parking was calculated for the retail and restaurant uses. The project would have total parking demand of 68 spaces: 29 spaces for long-term parking demand and 39 spaces for short-term parking demand. As described earlier, the preferred proposal would result in the loss of 12 parking spaces that would have been replaced without the MUNI bus relocation, five metered non-peak parking spaces, and 25 motorcycle parking spaces; and the alternative proposal would result in the loss of six regular parking spaces, 43 motorcycle parking spaces, and one handicapped parking space.

The Mission-Steuart Hotel project proposes to provide nine independently accessible parking spaces on the site occupying about 3,800 square feet. One of the spaces would be designated for handicapped use. Through valet operations, the number of parking spaces would be expanded to 17 spaces. Six bicycle parking spaces would be provided in the designated parking area. The parking spaces would be accessible from Steuart Street and would serve hotel guests. While parking spaces would not be required for this development if the zoning was changed to C-3-O, the proposed 17 parking spaces fall within the permitted range of parking allowed as an accessory use. The nine independently accessible parking spaces would not meet the parking requirement of 13 spaces if the zoning was changed to C-2, and thus a parking variance would be required. No on-street parking spaces would be removed to accommodate the proposed hotel use other than those in the tour bus zone identified as a mitigation measure for Steuart Street near Mission Street.

Parking shortfalls relative to demand are not considered significant environmental impacts in the urban context of San Francisco. Parking deficits are an inconvenience to drivers, but not a permanent physical impact on the environment. The City's "Transit First" policy encourages a shift from the personal automobile to public transit. Faced with parking shortages, drivers generally seek and find alternative parking facilities farther from their destination or shift modes of travel. The proposed project would have a parking short-fall (*i.e.,* unmet demand) of 51 parking spaces and would increase the competition for limited parking spaces in the immediate area. About 1,750 public parking spaces are located within two blocks of the project site although during mid-day on weekdays, these lots are 97 percent full.

According to recent analyses of parking in the greater Transbay Terminal area, shortfalls in parking supply when juxtaposed to projected future demand are expected to continue in the near-term, and into the future.[20] In the near-term, Caltrans' retrofit of the west approach to the Bay Bridge is expected to result in substantial displacement of surface parking areas underneath the freeway and on parcels formerly occupied by the Terminal Separator (ramp) Structure. In the longer term, development projects are expected to occupy surface parking lots in the area, and to contribute to area-wide parking demands. The project site is in an area that is highly accessible by transit, and it is likely that projected future parking problems and traffic congestion will encourage drivers to use available transit options.

Pedestrian and Bicycle Impacts

The Mission-Steuart Hotel project would generate approximately 121 pedestrian trips (35 transit and 86 walk trips) during the p.m. peak hour. While this is comparable to the current pedestrian activity at the site associated with the MUNI bus layover yard, pedestrian activity would be expected to increase by an estimated 40 additional trips during the p.m. peak hour due to the relocation of the MUNI bus layover yard. The 15-foot sidewalk proposed for the east side of Steuart Street and the 10-foot sidewalk proposed for Mission Street would be of sufficient width to accommodate the anticipated pedestrian flows without resulting in crowded conditions. The Mission-Steuart Hotel project would not result in impeded

[20] City and County of San Francisco, Transbay Redevelopment Area Plan EIR Transportation Study, Final Report, April 1998, and Transbay Interim Year Parking Analysis memorandum by Pittman & Hames, June 3, 1999

pedestrian flows. The implementation of the project would not result in a significant pedestrian impact.

The project would generate fewer than six bicycle trips during the p.m. peak hour. Direct bicycle access to the site would be available from The Embarcadero, which is a designated bicycle route, and from Market Street, which is also a designated bicycle route. Traffic access to and from the hotel project site would be limited to Mission Street and Steuart Street, avoiding disruption to the vehicular and bicycle traffic on The Embarcadero. The number of bicyclists traveling to and from the site and convenient bicycle facilities provided in proximity to the site, would not result in significant impacts associated with the proposed project.

Passenger Loading Impacts

If the site were rezoned to C-2, no tour bus loading spaces would be required on site under the *San Francisco Planning Code*. If the site were rezoned to C-3-O, no tour bus loading spaces would be required on-site either, because the project would have fewer than 201 rooms. Because the hotel would cater primarily to corporate clients, full-size tour buses would not be expected at the site. On the infrequent occasions when tour buses might pick-up and drop-off passengers at the hotel, a white curb zone, adjacent to the hotel on the east side of Steuart Street south of the MUNI bus layover, would accommodate passenger loading activity. The provision of this passenger loading zone for tour buses would minimize the potential disruption to MUNI passenger loading activities along the eastern curb of Steuart Street associated with double parking of tour buses or spillover of tour buses into the MUNI bus loading zone. As a result, these impacts would be less than significant.

One to two dozen tour vans or shuttle buses (e.g. Super Shuttle) could be expected daily at the site. These smaller size vans and taxis would all be expected to use the *porte-cochere* off Mission Street.[21] The *porte-cochere* could accommodate approximately two vehicles at a time. During peak use periods, cars and/or vans may periodically queue back onto Mission Street and conflict with traffic and transit operations. A mitigation measure is proposed to expand the *porte-cochere* or establish a white zone on the north side of Mission Street to the

[21] Conley, Chip, Joie de Vivre Hotels, telephone communication with Rebecca Kohlstrand of The Duffey Company, May 6, 1999.

east of the *porte-cochere* to accommodate two vehicles in an on-street loading area to avoid traffic flow disruption on Mission Street.

Freight Loading Impacts

The proposed project has about 137,000 gross square feet of floor area. The *San Francisco Planning Code* requires one loading space for hotels between 100,000 and 200,000 gross square feet of floor area. Freight and service vehicle delivery and loading demand were calculated using the *Guidelines for Environmental Review*. The proposed 200-room hotel would generate approximately 12 truck or service vehicle trips per day. The freight loading demand for an average hour and during a peak hour would be less than one space.

The project would provide one loading space located off of Steuart Street, which would meet both the code requirement and the estimated loading demand. Because no on-site maneuvering room would be provided, service vehicles would back onto the site from Steuart Street. The backing of service vehicles would cause a temporary disruption to automobile, bus, and pedestrian movements on Steuart Street. On occasions when more than one service vehicle would need to be accommodated at the same time, parking of the service vehicle on the street would have the potential to periodically, temporarily disrupt MUNI bus layover operations and through-bus movements. Due to the relatively low volume of truck movements, and the relatively low volumes of vehicular (bus and automobile) and pedestrian flows on Steuart Street, the loading impacts associated with the proposed project would not be considered significant. The white zone, proposed for the south end of Steuart Street in front of the hotel, would be expected to be used only occasionally for tour buses and could function as back-up parking for service vehicles to ensure that the MUNI bus loading zones and the travel lanes are kept clear.

Construction Impacts

Prior to initiation of the hotel project construction, the MUNI bus layover functions would need to be moved to on-street locations. It is anticipated that the capital improvements (e.g. trolley wiring) required for the MUNI bus layover yard relocation would occur during or after completion of The Mid-Embarcadero and F-Line Trolley construction projects. All bus layovers would be moved to their permanent locations when the current MUNI bus layover

yard is vacated, with one exception. The 7–Haight bus, which is proposed to have a permanent layover location fronting the hotel on the east side of Steuart Street, may need to be temporarily relocated during all or a portion of the construction phase. The need for relocation would be dependent upon the extent to which the parking lane on Steuart Street would be blocked during hotel construction.

The construction period for the hotel is expected to last approximately 16 months and would begin in 2000, after completion of The Mid-Embarcadero and F-Line Trolley projects. The most concentrated truck activity would occur during the proposed three-month period for excavation and foundation work. Trucks would be expected to travel to the site via The Embarcadero and Mission Street. Because no buildings would be demolished, relatively little material would be removed from the site, except during the excavation and foundation phase. Over the duration of construction, an average of approximately 15 trucks per day would be expected to visit the site. Most concrete deliveries to the site would occur in the morning, but trips could be expected to occur over a 12-hour period between 6:00 a.m. and 6:00 p.m.

Construction staging would occur on the site and adjacent sidewalks and streets. Closure of adjacent sidewalks would be requested for the duration of the project and temporary pedestrian walkways would be provided as required. At least two lanes, one in each direction, would always be maintained on Steuart Street and Mission Street. This request would be coordinated with the approving agencies and MUNI.

Approximately 100 construction workers would be expected at the site throughout project construction. Construction workers would park at nearby parking lots.

The closure of adjacent traffic lanes during the 16-month construction period could affect traffic circulation in the area and would disrupt bus layover operations proposed for the east side of Steuart Street. However, this would be considered a temporary and therefore non-significant impact.

Construction effects would be intermittent and temporary during the construction period.

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3.5 AIR QUALITY

Environmental Setting

Air Quality Standards

The federal *Clean Air Act* Amendments of 1970 established national ambient air quality standards, and individual states retained the option to adopt more stringent standards and to include other pollutants. California had already established its own air quality standards when federal standards were established, and because of the unique meteorological problems in the state, there is diversity between state and federal standards currently in effect in California. (See Appendix C, Table C-1, page C-4.)

The ambient air quality standards are intended to protect the public health and welfare, and they incorporate an adequate margin of safety. The standards are designed to protect those segments of the public most susceptible to respiratory distress.

Ambient Air Quality

The Bay Area Air Quality Management District (BAAQMD) operates a regional monitoring network which measures the ambient concentrations of six criteria air pollutants: ozone, carbon monoxide (CO), inhalable particulate matter (PM_{10}), lead, nitrogen dioxide, and sulfur dioxide. Appendix C, page C-2, presents a description of criteria air pollutants and their effects.

Existing and probable future levels of air quality in the City can be generally inferred from ambient air quality measurements conducted by the BAAQMD at its two San Francisco monitoring stations. The Potrero Hill station at 10 Arkansas Street measures all criteria pollutants, including regional pollution levels (ozone), as well as primary vehicular emission levels near busy roadways (CO). The station at 939 Ellis Street at BAAQMD headquarters measures only carbon monoxide.

See Appendix C, Table C-2, page C-5, for a summary of six years of published data (1992 to 1997) from these monitoring stations. During this six-year period, there were no

violations of the one-hour or eight-hour CO standards at the Arkansas Street and Ellis Street monitoring stations. The state PM_{10} standard was violated from 0 to 9 days out of 61 measurement days between 1992 and 1997. PM_{10} levels were noticeably higher during 1992 through 1994 (20 violations in three years) than during 1995 through 1997 (five violations in three years). Ozone, nitrogen dioxide, and particulate sulfate measurements were within allowable maximum concentrations (California ARB, 1992-97).[22]

Comparison of these data with those from other BAAQMD monitoring stations indicates that San Francisco's air quality is among the least degraded of all developed portions of the Bay Area. Three of San Francisco's four prevailing winds, west, northwest, and west-northwest, blow from the Pacific Ocean, reducing the potential for San Francisco to receive air pollutants from elsewhere in the region.

Data from air quality monitoring in San Francisco show that there have been occasional local exceedances (violations) of state PM_{10} standards, largely due to emissions from within the City. The primary sources of PM_{10} in San Francisco are construction and demolition activities, combustion of fuels for heating, and vehicle travel over paved roads.[23] Airborne dust levels measured in San Francisco show occasional violations of the state PM_{10} (inhalable-sized particles) standards, and maximum PM_{10} levels have declined over the six-year period. In general, particulate levels are relatively low near the coast, increase with distance from the coast, and peak in dry, sheltered valleys. The last federal PM_{10} standard violation occurred in 1990; federal guidelines allow for no more than one violation per year averaged over a three-year period in defining a "non-attainment" area.

Monitoring data suggest that limited additional emissions could be accommodated within localized City micro-environments as long as the magnitude of the localized increases is not overly severe.

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[22] California Air Resources Board, *Air Quality Data Summaries,* 1992-1997. BAAQMD Monitoring Stations, 10 Arkansas Street and 939 Ellis Street, San Francisco.

[23] BAAQMD (Bay Area Air Quality Management District), "Air Quality Handbook," 1991 Bay Area Average Emissions by Source Category, Appendix IV, 1993.

Air Quality Planning

The California Air Resources Board (ARB) is the state agency responsible for regulating air quality. The BAAQMD is the regional agency responsible for air quality regulation within the San Francisco Bay Area Air Basin. The BAAQMD regulates air quality through its permit authority over most types of stationary emission sources and through its planning and review activities.

Both the federal *Clean Air Act* and the *California Clean Air Act* require that the ARB designate as "non-attainment areas" portions of the state where federal or state ambient air quality standards are not met. In 1995, after several years of minimal violations of the federal one-hour ozone standard, the U.S. Environmental Protection Agency (EPA) revised the designation of the Bay Area Air Basin from "non-attainment" to "attainment" for this standard. However, with less favorable meteorology in subsequent years, violations of the one-hour ozone standard were again observed in the Bay Area air basin. Effective August 1998, the EPA downgraded the Bay Area's classification for this standard from a "maintenance" area to an "unclassified non-attainment" area. In 1998, after many years without violations of any carbon monoxide (CO) standards, the attainment status for CO was upgraded to "attainment."

The *1997 Clean Air Plan* was updated and adopted December 17, 1997 by the BAAQMD. The updated *1997 Clean Air Plan* contains every control measure deemed feasible for implementation as required by state law. Even with all reasonable and feasible measures, the *1997 Clean Air Plan* is unable to predict near-term attainment of the state ozone standard.

In response to EPA's redesignation of the Bay Area air basin for the one-hour federal ozone standard, the BAAQMD and regional metropolitan planning and transportation agencies were required to develop an ozone attainment plan to meet this standard. The *1999 Ozone Attainment Plan* is based on a further update of the *1997 Clean Air Plan.* The *1999 Ozone Attainment Plan* is currently undergoing public and agency review. In addition, the Bay Area is not in attainment of PM_{10} under State standards.

Significance Criteria

The City and County of San Francisco uses thresholds established by the BAAQMD for assessing project impacts on air quality that are commonly employed to determine the significance of air quality impacts under *CEQA.*[24] For operational impacts, emissions of 80 pounds per day of reactive organic gases, nitrogen oxides, and inhalable particulates are considered a significant regional air quality impact. CO in excess of 550 pounds per day would be considered significant if it leads to a possible local violation of CO standards (*i.e.,* a "hot spot"). For local roadside impacts, CO concentrations exceeding (violating) the State Ambient Air quality Standard of 9 parts per million (ppm) averaged over 8 hours and 20 ppm for 1 hour are considered a significant local air quality impact.

In areas where General Plan documents are consistent the current *Clean Air Plan,* the BAAQMD generally considers cumulative impacts to be less than significant if a project's impacts would be under the threshold for project-specific impacts.

Impacts

Few air quality impacts would result due to relocation of the MUNI bus layover yard because few changes to bus miles traveled would result. MUNI bus layover relocation would not cause a noticeable change in air quality effects. Other impacts discussed below would result from operation of a proposed hotel on the project site.

Regional Vehicular Emissions

Project-generated motor vehicle pollutant emissions were calculated using methodology recommended by the BAAQMD for calculation of mobile source emissions.[25] Daily emissions of criteria pollutants from existing and project-related traffic in 2000 and 2015 were estimated based on the URB7G computer model developed by the California Air Resources Board. The model combines information on trip generation with vehicular emissions data specific to different types of trips in the Bay Area (home-to-work, work-to-

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[24] Bay Area Air Quality Management District (BAAQMD), *BAAQMD CEQA Guidelines, Assessing the Air Quality Impacts of Projects and Plans,* April 1996, p. 50.

other, etc.) from the EMFAC7G model to create an estimated daily emissions burden. The results of the emissions calculation are presented in Table 6, below. Table 6 indicates that project-related daily emissions would not exceed the BAAQMD significance threshold for each of the pollutants analyzed.

TABLE 6: Project-Related Regional Mobile Source Emissions

Scenario	ROG (lbs./day)	NOx (lbs./day)	CO (lbs./day)	PM_{10} (lbs./day)
Year 2000	47	78	364	25
Year 2015	17	47	161	24
BAAQMD Significance Threshold	80	80	550[a]	80

[a] This is not a significance threshold, but it is the level at which a micro-scale impact analysis is needed.

Source: Orion Environmental Associates, 1999; URB7G Model (output included as Appendix A); and *BAAQMD CEQA Guidelines* (1996)

Localized Vehicular Emissions

In addition to the regional contribution to the total pollution burden, project-related traffic could result in localized "hot spots" or areas with high concentrations of carbon monoxide (CO) emissions around stagnation points such as major intersections and heavily traveled and congested roadways. Project-related traffic could add more cars to area roadways, and cause existing non-project traffic to travel at slower, less pollution-efficient travel speeds.

The BAAQMD recommends that a micro-scale air quality impact be performed if any of the following three criteria are met (BAAQMD, 1996):

1. Daily project-related CO emissions are greater than 550 pounds/day;

[25] Bay Area Air Quality Management District (BAAQMD), BAAQMD CEQA Guidelines, Assessing the Air Quality Impacts of Projects and Plans, April 1996.

2. Intersection level-of-service operation during critical periods of minimum atmospheric dispersion is D, E or F; or

3. Project-related traffic increases on any roadway link of 100 vehicles or more cause a 10 percent or greater increase in volume on that link.

The project CO emissions would be about 364 lbs. per day in the year 2000, and the project would not meet or exceed any of these criteria. Therefore, the project would not result in any significant adverse micro-scale air quality impacts.

Cumulative Impacts

Because the project would not exceed any project-specific threshold of significance, it would not result in any significant cumulative impacts.

REFERENCES

BAAQMD (Bay Area Air Quality Management District), *Air Quality Handbook*, 1991 Bay Area Average Emissions by Source Category, Appendix IV, 1993.

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3.6 GROWTH INDUCING IMPACTS

The proposed project would have no discernible effect on the growth or concentration of population in the neighborhood, city or region, although it would incrementally increase area employment and the number of visitors to the project site. The project would not include residential uses or any other features that would contribute to a change in permanent (or resident) population. The proposed project would also not displace any existing housing units at the site. The project would be infill development within a built-out environment.

The employment that would be generated by the project is anticipated to be drawn from both citywide and regional workforces. Any net increase in employment in the City and County of San Francisco would increase the demand for retail goods and services in the area over time, as new employees eventually change shopping patterns to include the local area where they would be employed. The addition of about 100 employees for operating the proposed 200 room hotel compared to the former MUNI bus layover yard, would not be of a magnitude that could significantly affect the citywide jobs / employed residents balance.

Construction of the project would add to citywide and regional employment on a temporary basis during the site clearing and construction phases of the project, but not to levels that would substantially affect construction workforce levels in the Bay Area.

The project would not be expected to have growth inducing impacts in the vicinity of the project site because the project site is located in an already developed urban area.

The project would be built in a developed urban area, and no expansion to the municipal infrastructure not already under construction would be required to accommodate new development and increased employment due to, or induced by, the project.

4.1 MITIGATION MEASURES PROPOSED AS PART OF THE PROJECT

In the course of project planning and design, measures have been identified that would reduce or eliminate potential environment impacts of the proposed project. Some of these measures have been voluntarily adopted by the project sponsors and thus are proposed as part of the project: some are under consideration by the project sponsors and some have been considered and rejected by the project sponsors. Implementation of some may be the responsibility of other agencies. Measures under consideration or rejected may be required by the Planning Commission as conditions of project approval. Each mitigation measure and its status is discussed below.

Several items are required by law that would serve to mitigate impacts. These include no use of mirrored glass on the building to reduce glare, as per Planning Commission Resolution 9212, and the limitation of construction-related noise levels, pursuant to *the San Francisco Noise Ordinance* (Article 20 of the *San Francisco Police Code,* 1972). For hazardous materials, the Maher Ordinance, and State and Federal regulations must also be implemented.

Measures which are not required by legislation but which would also serve to mitigate environmental impacts appear below. Mitigation measures preceded by an asterisk (*) are from the Initial Study (see Appendix A).

A. *Construction Noise Impacts

A.1 The project sponsors shall require that the contractors' equipment and trucks used for project construction shall utilize the best available noise control techniques (e.g., improved exhaust mufflers, equipment redesign, use of intake silencers, ducts, engine enclosures, and acoustically attenuating shields or shrouds) in order to minimize construction noise impacts.

Prior to project construction, the project sponsors shall require all construction equipment used by the contractor(s) (except for impact tools, pavement breakers and jackhammers) to be tested as part of the environmental compliance monitoring program for enforcement of mitigation measures, to ensure that equipment noise does not exceed 80 dBA at 100 feet.

A.2 Stationary noise sources shall be located as far from adjacent offices as possible. If they must be located near existing offices, they shall also be enclosed within temporary sheds.

A.3 The project sponsors shall require the contractor(s) to use hydraulically or electrically powered impact tools (e.g., jack hammers, pavement breakers, and rock drills) wherever possible to avoid noise associated with compressed air exhaust from pneumatically-powered tools. However, where use of pneumatically powered tools is unavoidable, an exhaust muffler on the compressed air exhaust shall be used; this muffler can lower noise levels from the exhaust by up to about 10 dBA. External jackets on the tools themselves would be used where feasible, and this could achieve a reduction of 5 dBA.

B. *Pile Driving Noise Impacts

B.1 Wherever possible, the project sponsors shall require the contractor(s) to use sonic or vibratory pile drivers instead of impact pile drivers (sonic pile drivers are only effective in some soils). Such drivers can reduce maximum noise levels by as much as 12 dBA. (This measure may not be appropriate for the project because vibratory piles could result in liquefaction of on-site Bay Mud.)

B.2 Pile holes shall be pre-drilled to the extent feasible to reduce potential noise and vibration impacts.

If the project is approved, the Department of Public Works may also determine that some of the following measures, or combination of measures would be necessary and/or feasible to reduce impacts to a less-than-significant level:

B.3 The project sponsors shall prohibit pile driving during the peak lunch hour (preferably including the half-hour before and after) to minimize potential impacts on adjacent and nearby restaurants and lunchtime plaza users.

B.4 The project sponsors shall require that the contractor(s) include engine and pneumatic exhaust controls on pile drivers as necessary to ensure that exhaust noise from pile driver engines does not exceed 80 dBA at 100 feet. Such controls can reduce noise levels by 6 dBA.

B.5 The project sponsors shall require the contractor(s) to use an acoustical enclosure or baffling around the pile driver to minimize noise peaks when the driver strikes the pile. The enclosure shall be constructed with noise-insulating materials and shall be as high as the maximum height of pile when struck by the driver. An acoustical enclosure around the pile driver can reduce pile-driving noise by as much as 20 dBA (Lmax) if the pile driver is fully enclosed and up to 12 dBA (Lmax) if it is enclosed on the three sides facing the receptor. Reductions can be achieved using the following controls or practices depending on the pile driving method used:

- Enclosing sheetpiles by tying rubber aprons (lined with absorptive material such as felt or foam rubber of a thickness of 15 to 30 mm) around the sheetpile. As the sheetpile is driven into the ground, the rubber apron has to be raised or removed.

- Using lined telescoping pipe to enclose the pile driver and pile. The telescoping pipe stands on the ground and gradually collapses as the driving process continues.

- If piles are freestanding, using pile driver enclosures.

- Using the English pile driver method, where steel piles are driven into the ground hydraulically.

C. *Construction Air Quality

C.1 The project sponsors shall require the contractor(s) to spray the project site with water during demolition, excavation, and construction activities; spray unpaved construction

areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsors shall require that the contractors obtain reclaimed water from the Clean Water Program for this purpose.

C.2 The project sponsors shall require the project contractors to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions from equipment that would be in frequent use for much of the construction period.

D. *Cultural

D.1 Should evidence of cultural resources of potential significance be found during site disturbance, the project sponsors shall immediately notify the Environmental Review Officer (ERO), and the project sponsors shall halt any activities which the archaeologist and the ERO jointly determine could damage such cultural resources. Ground disturbing activities which might damage cultural resources would be suspended for a total maximum of four weeks over the course of construction.

After notifying the ERO, the archaeologist shall prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsors, which would contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO would recommend specific additional mitigation measures to be implemented by the project sponsors. These additional mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, preservation, and recovery of cultural material.

Finally, the archaeologist shall prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration and/or recovery program was conducted.

Copies of all draft reports prepared according to this mitigation measure shall be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report(s) would be sent by the archaeologist directly to the President of the Landmarks Preservation Advisory Board and the California Archaeological Site Survey Northwest Information Center. Three copies of the final archaeology report(s) shall be submitted to the Office of Environmental Review, accompanied by copies of the transmittals documenting its distribution to the President of the Landmarks Preservation Advisory Board and the California Archaeological Site Survey Northwest Information Center.

E. Transportation

E.1 All buses shall be relocated from the MUNI bus layover yard prior to the commencement of construction on site.

E.2 The project sponsors shall expand the proposed *porte-cochere* to accommodate two additional vehicles or shall work with the Department of Parking and Traffic to establish a two-vehicle white zone on the north side of Mission Street to the east of the *porte-cochere* entrance to accommodate the potential overflow of vehicles that could queue to load or unload passengers. A 40-foot curb area exists between the *porte-cochere* and The Embarcadero sidewalk.

E.3 The project sponsor shall work with the Department of Parking and Traffic to establish a white zone on the east side of Steuart Street, south of the proposed 7-Haight bus layover zone, to accommodate the loading and unloading of tour buses. A 40-foot curb area exists between the proposed 7-Haight layover zone and the Mission Street sidewalk.

E.4 The project contractor shall limit construction staging for the project to Mission Street and Steuart Streets. Two travel lanes shall be maintained on each of these streets during the construction period to ensure local traffic circulation.

E.5 The project contractor shall maintain a pedestrian passage (or sidewalk) on The Embarcadero throughout the duration of the project to ensure safe pedestrian passage on this busy segment of roadway.

E.6 The project sponsors shall work with MUNI and the Department of Parking and Traffic to identify an acceptable temporary location for the 7-Haight bus layover as required during the hotel construction period.

5.0

SIGNIFICANT ENVIRONMENTAL EFFECTS THAT CANNOT BE AVOIDED IF THE PROPOSED PROJECT IS IMPLEMENTED

In accordance with Section 21100(b)(2)(A) of the *California Environmental Quality Act (CEQA),* and with Section 15126(b) of the *State CEQA Guidelines,* the purpose of this chapter is to identify impacts that could not be eliminated or reduced to an insignificant level by mitigation measures included as part of the proposed project, or by other mitigation measures that could be implemented, as described in Chapter 4.0 Mitigation Measures.

The findings of significant impacts are subject to final determination by the Planning Commission as part of its certification process for the EIR. This chapter in the Final EIR will be revised, if necessary, to reflect the Planning Commission's findings.

With implementation of the mitigation measures outlined in Chapter 4.0 Mitigation Measures, no significant impacts would occur as a result of implementing the Mission-Steuart Hotel project and relocation of the MUNI bus layover yard. Whether or not the project is approved, traffic volumes and transit loading in the site vicinity are projected to increase. Cumulative increases in traffic congestion may in turn cause cumulative increases in criteria air pollutants and a degradation of air quality. The project's incremental contribution to these potential cumulative effects would not be considered to be "considerable" or significant.

6.1 INTRODUCTION

CEQA requires an analysis of a reasonable range of alternatives that would reduce or eliminate significant impacts of a project. Though the Mission-Steuart Hotel Project would have no significant impacts, a no project and a reduced development alternative have been included in this analysis. These alternatives would avoid or reduce non-significant impacts related to transit services, shading and other environmental issues. A discussion of potential off-site alternatives is also included.

6.2 NO PROJECT ALTERNATIVE

Description

This alternative would entail no immediate change to the site. The proposed hotel and proposed trolley station would not be constructed. Buses would continue to use the site as a MUNI bus layover yard for eight of the nine lines that currently use the site. The 6–Parnassus line, which previously terminated at the Transbay Terminal, will return to layover at the Transbay Terminal site, independent of the Mission-Steuart Hotel project, when the F-Line Trolley becomes operational to Fisherman's Wharf. In addition, the 14-Mission, 14L–Mission Limited, and 14X–Mission Express bus lines that were temporarily moved during construction of The Mid-Embarcadero Roadway would return to the project site upon completion of The Mid-Embarcadero Roadway project.

The trolley tracks, which are currently under construction, would be completed on the project site adjacent to the northern property line. The proposed F-Line Trolley station on the project site would not be constructed.

Impacts

If the No Project Alternative were implemented, no impacts of the project would occur.

Project Sponsors' Reasons for Rejection

This alternative would not meet the fundamental objective of Mission & Steuart Hotel Partners, LLC to own and operate a boutique hotel which creates an adequate return for its investors and adequate security for its lenders, and which is located at a public transit center and along a central portion of the MUNI F-Line Trolley route. This alternative would also not attain MUNI's objectives as described in Section 2.4 of this EIR.

6.3 REDUCED SCALE ALTERNATIVE: 40-FEET TALL

Description

This alternative would construct a 40-foot-tall hotel with approximately 114 rooms compared to a 40- to 84-feet tall with 200 hotel rooms for the project. The proposed approximate 87,000 gross square foot alternative would be about 50,000 square feet smaller than the project. The building would contain the same amount of restaurant/café, retail, meeting room space, and parking as the project would (approximately 3,000 square feet of a restaurant/café plus 1,500 square feet of outdoor eating space, approximately 1,050 square feet of retail space to be operated by the Market Street Railway Company, approximately 2,200 square feet of meeting room space, approximately 3,800 square feet of valet parking space, and one off-street loading space). This alternative would accommodate a transit shelter on the project site, the same as with the project. The MUNI bus layover yard would be relocated from the project site with buses moving to the same locations as for the project. The site would be rezoned from P to C-2 or C-3-O, and the Height/Bulk District Map would be amended to change the Height/Bulk limit of Lot 17 from OS (Open Space) to 84-E and Map 2 of the Northeastern Waterfront Plan Element of the *General Plan* would be amended to make it consistent with this redesignation of Lot 17 on the Height and Bulk District Map.

Impacts

Land use impacts would be the same for this alternative as for the project, however the intensity of development would be somewhat less. Views of the site would be of a 40-foot-tall hotel compared to a 40- to 84-foot tall hotel for the project and compared to a bus layover yard for the No Project Alternative. Shadow impacts on Justin Herman Plaza would be the same as with the proposed 84-foot hotel building, and like the project, this alternative would not have a significant shadow impact. Due to the 40-foot height, this alternative would meet all requirements of the *Sunlight Ordinance.*

This alternative would generate about 2,664 daily trips compared to about 4,160 for the project. A total of about 139 p.m. peak hour trips would occur with this alternative compared to 188 for the project. During the p.m. peak hour 44 automobile trips, 26 transit trips, 64 pedestrian trips, and six bicycle trips would occur to/from the project site with this alternative, compared 60 automobile trips, 35 transit trips, 86 pedestrian trips, and seven bicycle trips with the project. As with the project, this alternative would result in cars and/or vans periodically queuing back in to Mission Street that would require on-street passenger loading as mitigation to reduce potential queuing impacts.

With this alternative as with the project and the No Project Alternative, increases in air emissions would have a less-than-significant impact on regional and micro-scale air quality.

Less-than-significant temporary construction noise, traffic and air quality impacts would occur on the Mission-Steuart Hotel site although the duration of impacts would be expected to be less for this alternative than for the project. The same number of temporary construction jobs for building the hotel and trolley station would be expected for this alternative as for the project except that the duration of these jobs would be less.

No significant impacts that could not be avoided would occur due to operation of either this alternative or the project on the following other topics: population, noise, wind, public services and utilities, biology, water, hazardous materials, energy, geology, seismicity and soils, cultural resources, and growth inducing effects.

Project Sponsors' Reasons for Rejection

This alternative would not meet the basic objective of Mission & Steuart Hotel Partners, LLC to own and operate a boutique hotel which creates an adequate return for its investors and adequate security for its lenders.

Mission-Steuart Hotel Partners would not be willing to develop the property if only permitted to construct about 114 hotel rooms unless the ground lease payments to MUNI were substantially reduced. MUNI needs to maximize the ground lease payments for the site to justify the capital and operation expenses incurred by the hotel development. Thus it is not clear that MUNI's objectives for the site would be met either.

6.4 OFF-SITE ALTERNATIVES

If an off-site alternative was constructed and implemented, (non-significant) impacts associated with relocation of bus layover functions would not occur, and (non-significant) impacts of the proposed development project at Mission and Steuart Streets would instead occur at the alternative site location.

Several possible off-site locations could accommodate the proposed development and provide a dedicated revenue stream to the City. These sites include the Kirkland Bus Yard in Fisherman's Wharf, and Assessor's Block 202 and 203, where ramps from the (now demolished) Embarcadero Freeway used to terminate at Clay and Washington Streets.

MUNI owns the Kirkland Bus yard at Bay and Stockton Streets, which is more than three times as large as the project site (about 113,440 square feet compared to 35,000 square feet). Diesel bus storage, repairs, maintenance, and dispatch services operate at the yard and are proposed for relocation to the Islais Creek area within the next few years.[1]

With a height limit of 40 feet, 200 hotel rooms along with restaurant and retail uses could be easily accommodated on this site in a development similar to the nearby Hyatt and Sheraton hotels in Fisherman's Wharf. Impacts of a hotel at the Kirkland Bus Yard site would be similar

[1] City and County of San Francisco, *San Francisco Municipal Railway Facilities Plan 1998-2012,* July 8, 1998.

to those associated with proposed project, but would be experienced by residents, workers, and visitors to the Fisherman's Wharf area rather an downtown. Further analysis would be required to determine where congestion would occur, and if transportation impacts would be significant at this location.

MUNI will likely sell or lease the Kirkland Bus Yard site once its buses have been relocated, independent of any decision regarding the Mission-Steuart Street Hotel project. MUNI may also trade the Kirkland Bus Yard or other site with the Port of San Francisco for Port property on which to place MUNI facilities.[2]

Assessor's Blocks 202 and 203 are located west of the Embarcadero, between Washington and Clay Streets, where ramps to/from the Embarcadero Freeway previously touched down. Both parcels are currently used as passive recreation space, serving as informal extensions of Justin Herman Plaza and the northern half of Assessor's Block 202, which are public open spaces under the jurisdiction of the City's Recreation and Park Department. With over 40,000 square feet (Assessor's Block 202, Lot 18), and with over 64,000 square feet (Assessor's Block 203, Lot 14, which is under the jurisdiction of the State), either one or both of these parcels could be an alternative location for the proposed 200-room hotel.

As with the proposed project, building massing on these sites would be dictated by shadow impacts, and the building(s) would have to be designed to ensure that new shadow on adjacent open spaces would not exceed the amount that would occur with a 40-foot-tall building. Impacts of development of the project on this alternative site would be similar to those associated with development at the Mission-Steuart site, except that an area currently used as open space would be eliminated, resulting in a potentially significant land use impact.

Strong public and legislative support exist for retaining the Block 202 and 203 parcels in recreational use, and previous proposals for commercial development on these sites have been unsuccessful. Use of these sites for Butterfly Discovery Park, a butterfly and insect museum use is currently under study.

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[2] Kim, Henry, MUNI Project Manager, memo to Joy Navarrete, August 5, 1999

Project Sponsors' Reasons for Rejection

This alternative is also infeasible because it would not meet the objectives of the project sponsors. The objectives of Mission & Steuart Hotel Partners, LLC to own and operate a boutique hotel located at a public transit center and along a central portion of MUNI's F-Line Trolley would also not be met.

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Douglas Wright Consulting, "Municipal Railway Assets Development Study" prepared for San Francisco Municipal Railway Improvement Corporation, June 1996.

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San Francisco, CA 94105

Occupant
88 Howard St #2301
San Francisco, CA 94105

Occupant
88 Howard St #2302
San Francisco, CA 94105

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Occupant
88 Howard St #2200
San Francisco, CA 94105

Occupant
88 Howard St #2201
San Francisco, CA 94105

Occupant
88 Howard St #2202
San Francisco, CA 94105

Occupant
88 Howard St #2203
San Francisco, CA 94105

Occupant
88 Howard St #2204
San Francisco, CA 94105

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88 Howard St #2205
San Francisco, CA 94105

Occupant
88 Howard St #2206
San Francisco, CA 94105

Occupant
88 Howard St #2207
San Francisco, CA 94105

Occupant
88 Howard St #2208
San Francisco, CA 94105

Occupant
88 Howard St #2209
San Francisco, CA 94105

Occupant
88 Howard St #2210
San Francisco, CA 94105

Occupant
88 Howard St #2211
San Francisco, CA 94105

Occupant
88 Howard St #2303
San Francisco, CA 94105

Occupant
88 Howard St #2304
San Francisco, CA 94105

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88 Howard St #2305
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88 Howard St #2306
San Francisco, CA 94105

Occupant
88 Howard St #2307
San Francisco, CA 94105

Occupant
88 Howard St #2308
San Francisco, CA 94105

Occupant
88 Howard St #2309
San Francisco, CA 94105

Occupant
1 Ferry Plaza #100
San Francisco, CA 94111

Occupant
1 Ferry Plaza #102
San Francisco, CA 94111

Occupant
1 Ferry Plaza #103
San Francisco, CA 94111

Occupant
1 Ferry Plaza #105
San Francisco, CA 94111

Occupant
1 Ferry Plaza #110
San Francisco, CA 94111

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Occupant
88 Howard St #2212
San Francisco, CA 94105

Occupant
88 Howard St #2214
San Francisco, CA 94105

Occupant
88 Howard St #2215
San Francisco, CA 94105

Occupant
88 Howard St #2216
San Francisco, CA 94105

Occupant
88 Howard St #2217
San Francisco, CA 94105

Occupant
88 Howard St #2300
San Francisco, CA 94105

Occupant
1 Ferry Plaza #209
San Francisco, CA 94111

Occupant
1 Ferry Plaza #210
San Francisco, CA 94111

Occupant
1 Ferry Plaza #211
San Francisco, CA 94111

Occupant
1 Ferry Plaza #213
San Francisco, CA 94111

Occupant
1 Ferry Plaza #214
San Francisco, CA 94111

Occupant
1 Ferry Plaza #215
San Francisco, CA 94111

Occupant
1 Ferry Plaza #122
San Francisco, CA 94111

Occupant
1 Ferry Plaza #137
San Francisco, CA 94111

Occupant
1 Ferry Plaza #140
San Francisco, CA 94111

Occupant
1 Ferry Plaza #2001
San Francisco, CA 94111

Occupant
1 Ferry Plaza #201
San Francisco, CA 94111

Occupant
1 Ferry Plaza #207
San Francisco, CA 94111

Occupant
1 Ferry Plaza #250c
San Francisco, CA 94111

Occupant
1 Ferry Plaza #250f
San Francisco, CA 94111

Occupant
1 Ferry Plaza #250g
San Francisco, CA 94111

Occupant
1 Ferry Plaza #250h
San Francisco, CA 94111

Occupant
1 Ferry Plaza #250j
San Francisco, CA 94111

Occupant
1 Ferry Plaza #250k
San Francisco, CA 94111

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Occupant
1 Ferry Plaza #216
San Francisco, CA 94111

Occupant
1 Ferry Plaza #218
San Francisco, CA 94111

Occupant
1 Ferry Plaza #219
San Francisco, CA 94111

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San Francisco, CA 94111

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Occupant
1 Ferry Plaza #250L
San Francisco, CA 94111

Occupant
1 Ferry Plaza #250m
San Francisco, CA 94111

Occupant
1 Ferry Plaza #250p
San Francisco, CA 94111

Occupant
1 Ferry Plaza #250q
San Francisco, CA 94111

Occupant
1 Ferry Plaza #250r
San Francisco, CA 94111

Occupant
1 Ferry Plaza #250s
San Francisco, CA 94111

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1 Ferry Plaza #255
San Francisco, CA 94111

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1 Ferry Plaza #257
San Francisco, CA 94111

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1 Ferry Plaza #258
San Francisco, CA 94111

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1 Ferry Plaza #260
San Francisco, CA 94111

Occupant
1 Ferry Plaza #261
San Francisco, CA 94111

Occupant
1 Ferry Plaza #262
San Francisco, CA 94111

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Occupant
1 Ferry Plaza #242
San Francisco, CA 94111

Occupant
1 Ferry Plaza #250b
San Francisco, CA 94111

Occupant
1 Ferry Plaza #268
San Francisco, CA 94111

Occupant
1 Ferry Plaza #269
San Francisco, CA 94111

Occupant
1 Ferry Plaza #270
San Francisco, CA 94111

Occupant
1 Ferry Plaza #271
San Francisco, CA 94111

Occupant
1 Ferry Plaza #274
San Francisco, CA 94111

Occupant
1 Ferry Plaza #275
San Francisco, CA 94111

Occupant
1 Ferry Plaza #275b
San Francisco, CA 94111

Occupant
1 Ferry Plaza #275c
San Francisco, CA 94111

Occupant
1 Ferry Plaza #275d
San Francisco, CA 94111

Occupant
1 Ferry Plaza #275e
San Francisco, CA 94111

Occupant
1 Ferry Plaza #264
San Francisco, CA 94111

Occupant
1 Ferry Plaza #266
San Francisco, CA 94111

Occupant
1 Ferry Plaza #300
San Francisco, CA 94111

Occupant
1 Ferry Plaza #306
San Francisco, CA 94111

Occupant
1 Ferry Plaza #316
San Francisco, CA 94111

Occupant
1 Ferry Plaza #318
San Francisco, CA 94111

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1 Ferry Plaza #280
San Francisco, CA 94111

Occupant
1 Ferry Plaza #283
San Francisco, CA 94111

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1 Ferry Plaza #285
San Francisco, CA 94111

Occupant
1 Ferry Plaza #286
San Francisco, CA 94111

Occupant
1 Ferry Plaza #319
San Francisco, CA 94111

Occupant
1 Ferry Plaza #321
San Francisco, CA 94111

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Occupant
1 Ferry Plaza #275f
San Francisco, CA 94111

Occupant
1 Ferry Plaza #275g
San Francisco, CA 94111

Occupant
1 Ferry Plaza #275h
San Francisco, CA 94111

Occupant
1 Ferry Plaza #275j
San Francisco, CA 94111

Occupant
1 Ferry Plaza #275k
San Francisco, CA 94111

Occupant
1 Ferry Plaza #326
San Francisco, CA 94111

Occupant
1 Ferry Plaza #331
San Francisco, CA 94111

Occupant
1 Ferry Plaza #336
San Francisco, CA 94111

Occupant
1 Ferry Plaza #340
San Francisco, CA 94111

Occupant
1 Ferry Plaza #275m
San Francisco, CA 94111

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8.0
APPENDICES

APPENDIX A
NOTICE OF PREPARATION / INITIAL STUDY

NOTICE THAT AN
ENVIRONMENTAL IMPACT REPORT
IS DETERMINED TO BE REQUIRED

Date of this Notice: May 8, 1999

Lead Agency: Planning Department, City and County of San Francisco
1660 Mission Street, 5th Floor, San Francisco, CA 94103

Agency Contact Person: Joy Navarrete **Telephone:** (415) 558-6382

Project Title: 98.604E: Mission-Steuart Hotel **Project Sponsors:** MUNI and Mission & Steuart Hotel Partners, LLC

Contact Persons: Douglas Wright and Peter Bosma

Project Address: Northeast corner of Mission and Steuart Streets
Assessor's Block/Lot: Assessor's Block 3714, Lots 6, 7, 8, 9, 17
City and County: San Francisco

Project Description: The proposed project would construct about 195 hotel rooms, about 3,500 square feet of net new restaurant/café, about 1,400 square feet of retail space to be operated by the Market Street Railway Company (which would sell items related to the historic trolley service), 1,570 square feet of other retail space, about 2,300 square feet of meeting room space, about 3,600 square feet of valet parking space for about 17 vehicles, and one off-street loading space, after relocating an existing MUNI bus layover yard. The project site fronts on Mission and Steuart Streets and is diagonally across the Embarcadero Roadway from the Ferry Building Area. The project site currently accommodates lay over and dispatching of five trolley coach lines (14, 6, 7, 21, and 31) and six diesel (2, 9, 66, 71, 14X, and 14L) bus lines. These functions would be relocated to one of several on-street locations currently being considered by MUNI. The main hotel entrance would be on Mission Street. The project would accommodate a transit shelter. The project would include amendments to the *General Plan* and zoning designations for the site, and would require approvals from the Planning Commission, the Board of Supervisors, and other City commissions and departments.

THIS PROJECT MAY HAVE A SIGNIFICANT EFFECT ON THE ENVIRONMENT AN ENVIRONMENTAL IMPACT REPORT IS REQUIRED. This determination is based upon the criteria of the Guidelines of the State Secretary for Resources, Sections 15063 (Initial Study), 15064 (Determining Significant Effect), 15065 (Mandatory Findings of Significance), and the following reasons, as documented in the Initial Study for the project, which is attached.

Deadline for Filing an Appeal of this Determination to the City Planning Commission: May 28, 1999.
An appeal requires: 1) a letter specifying the ground for appeal, and;
2) a $209.00 filing fee.

HILLARY E. GITELMAN, Environmental Review Officer

ER5 6/85

MISSION-STEUART HOTEL
INITIAL STUDY
98.604E

PROJECT DESCRIPTION

The project site is at the northeast corner of Mission and Steuart Streets, about one-half block south of Market Street near the Ferry building, in the Ferry Building Sub-Area of the Northeastern Waterfront Plan Area.[1] Figure 1 shows the site location. Low- to high-rise commercial uses and open space generally surround the project site. The project site is in a P (Public) Zoning District. Two Height and Bulk Districts are on the project site; the north parcel (Lot 17) has an Open Space designation and the remainder of the lots have an 84-E designation.

Adjacent to the north of the project site is Justin Herman Plaza, a park under the jurisdiction of the Recreation and Parks Department. Adjacent to the east of the project site is vacant, paved land which is right-of-way for The Embarcadero and under the jurisdiction of the City and County of San Francisco. Vehicular access to the site is currently from Mission and Steuart Streets.

The approximate 35,000 square-foot project site is currently used as a MUNI bus layover yard and accommodates a MUNI vent shaft structure, located on the northeast corner of the intersection of Mission Street and Steuart Street (Assessor's Block 3714, Lots 6, 7, 8, 9, 17).

The existing MUNI bus layover yard would be removed and bus layover functions would be relocated. The new layovers are proposed to be in the following locations, all between Mission and Market Streets: No. 7, No. 21, and No. 71 lines would layover on the east side of Steuart Street; No. 9 line would be relocated to the east side of Main Street near Mission Street; No. 14 and 14X lines would remain on the west side of Steuart Street; and No. 31 line would be moved to the north side of Mission Street near Main Street. These new MUNI bus layover locations will be further described and evaluated in the Transportation section of the EIR. A new restroom for the bus operators may be installed on a sidewalk in the vicinity of Main Street near Mission Street.

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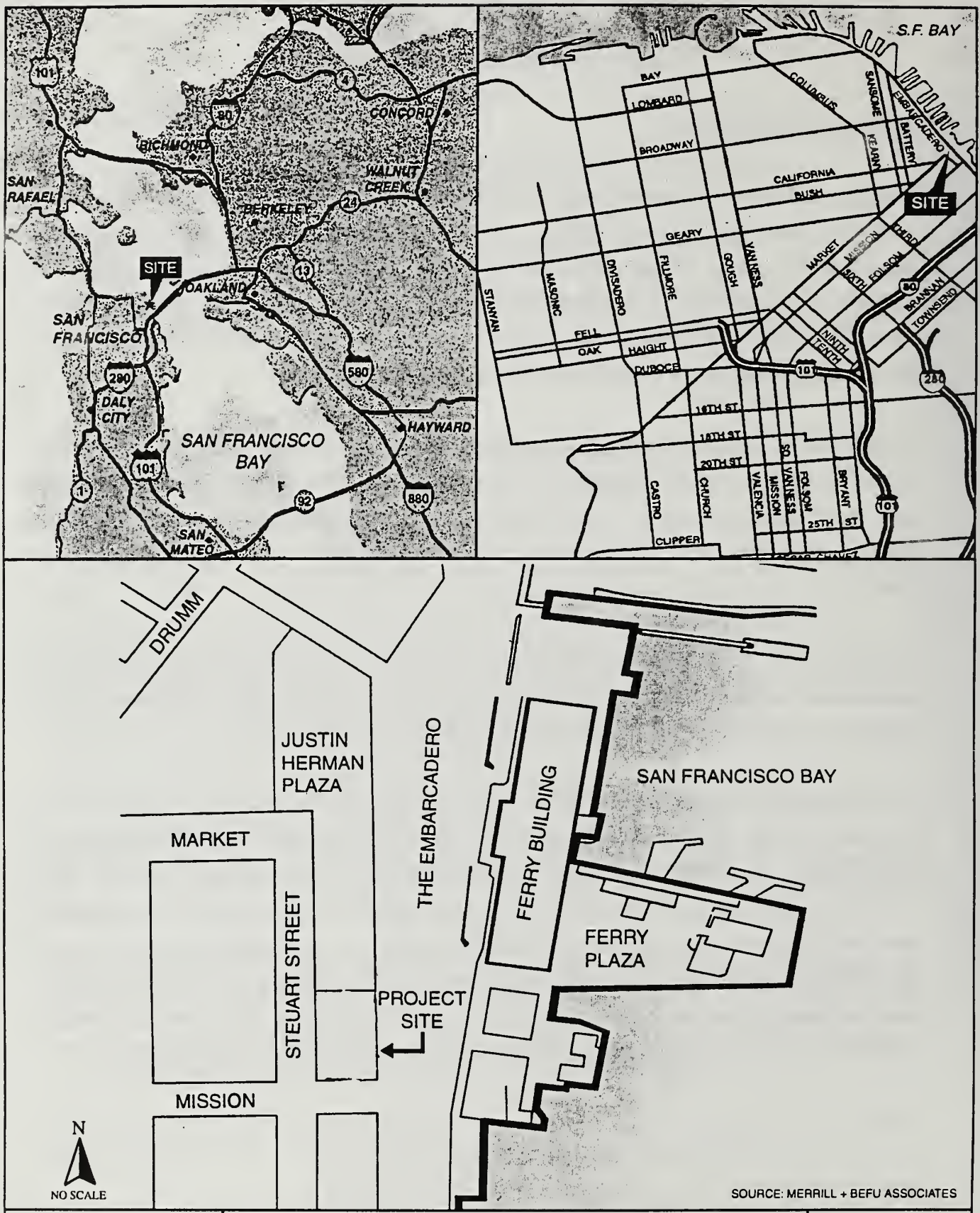
[1] For descriptive purposes, Market and Mission Streets are considered to run east-west, forming the project block's northern boundary and southern boundary, respectively, and Steuart Street and The Embarcadero near the project block are considered to run north-south.



Mission-Steuart Hotel	Figure 1: Project Location	**Maxwell & Associates**

The project would construct an 84-foot-tall building having ground floor retail uses including a restaurant and a hotel at the upper six floors with approximately 195 rooms. The proposed approximate 124,085 gross square foot[2] project would include construction of a new seven-story plus mechanical/loft penthouse hotel building. The building would contain approximately 195 hotel rooms, approximately 3,500 square feet of a net new restaurant/café, approximately 1,400 square feet of retail space to be operated by the Market Street Railway Company (which would sell items related to the historic trolley service), approximately 1,570 of other retail space, approximately 2,300 square feet of meeting room space, approximately 3,600 square feet of valet parking space, and one off-street loading space. The project would accommodate a transit shelter on the project site, adjacent to the hotel. Proposed uses inside the new building are as follows:

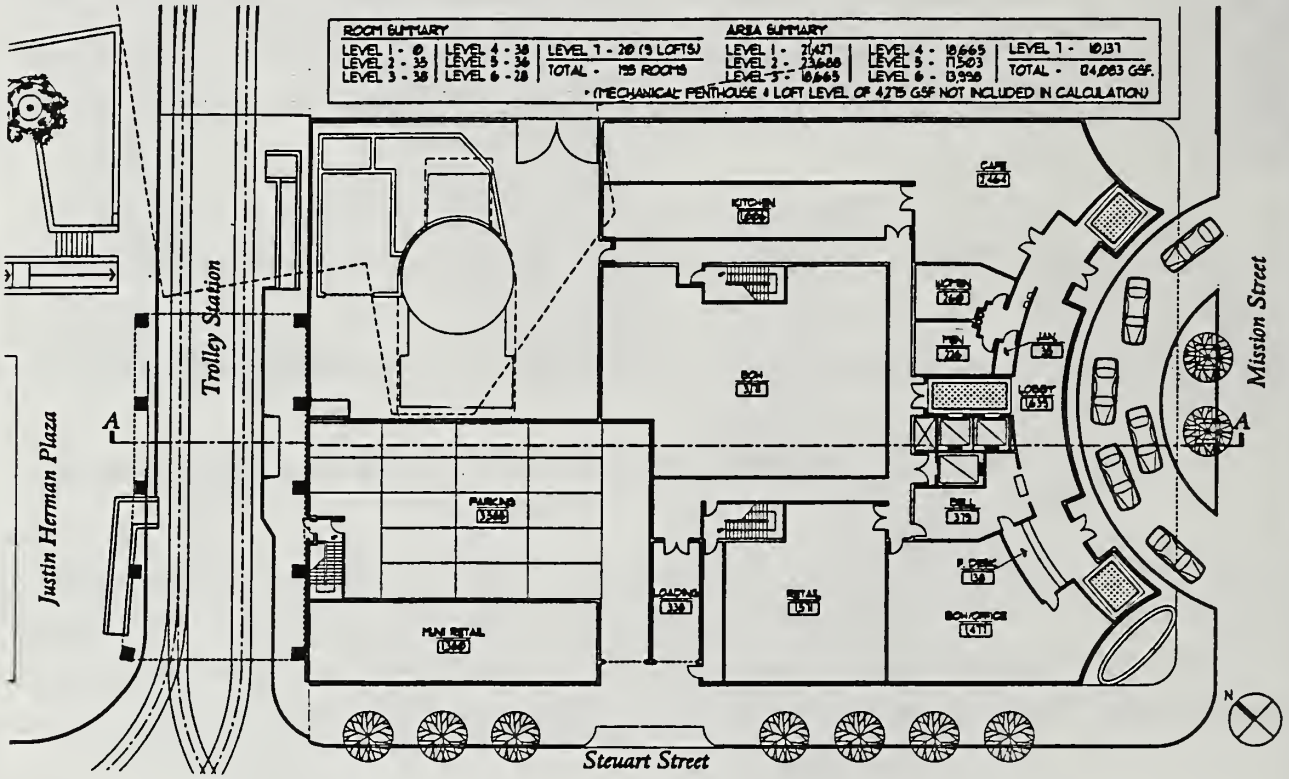
- First floor (street level): café and kitchen, retail space, off-street parking, lobby, and administrative offices
- Second: hotel rooms, meeting rooms, and administrative offices
- Third to seventh floors: hotel rooms
- Loft level: mechanical penthouse and loft areas of seventh floor hotel room

Figure 2 shows the ground floor plan. Figure 3 shows a building section from Steuart Street. A porte-cochere would be located on Mission Street to access the hotel lobby. Eight independently accessible (or seventeen valet) parking spaces and one loading space would be accessed from Steuart Street. About six off-street bicycle spaces would be provided in the valet parking area.

A passive use of the City right-of-way which is adjacent to the east of the project site and next to The Embarcadero is proposed as part of the project. "Passive use" would include such things as benches, awnings, and minor pedestrian improvements. Seating for an outdoor café may also be located on the City right-of-way.

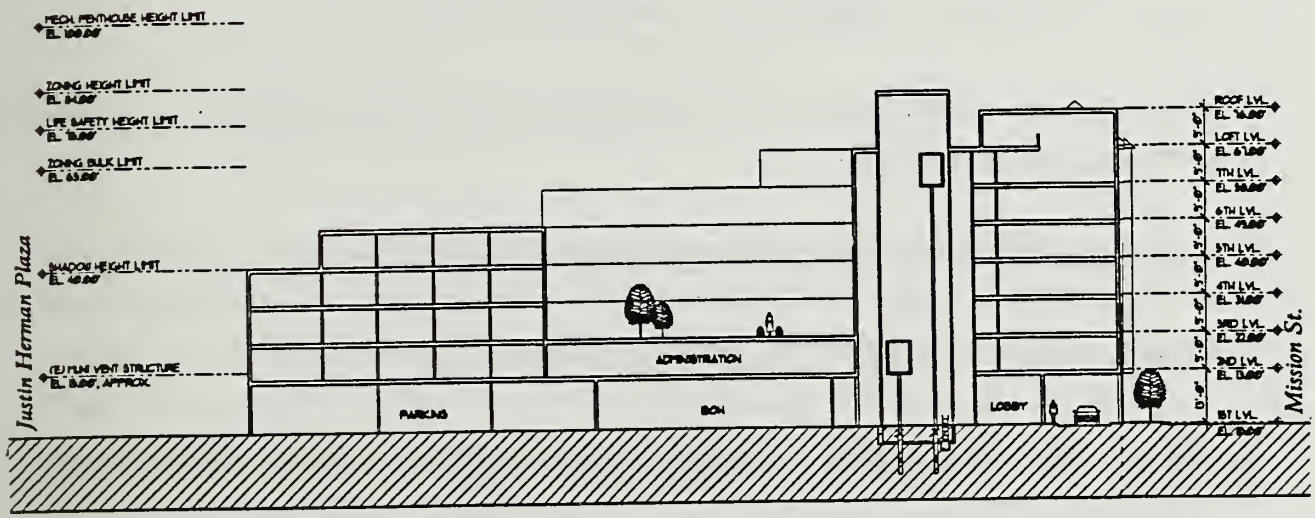
No building demolition would occur on the project site. Portable restrooms currently used by operators of MUNI vehicles would be removed from the site, and asphalt and other impervious surfaces would be demolished and removed. The existing MUNI vent shaft and surrounding structure for the underground subway service would be retained. The commemorative sculpture

[2] Gross floor area is the area of the building subject to floor area ratio (FAR) calculations. Gross floor area excludes certain portions of the building, including but not limited to accessory parking and loading space, and mechanical space.


ROOM SUMMARY
LEVEL 1 - 0 | LEVEL 4 - 38 | LEVEL 7 - 20 (9 LOFTS)
LEVEL 2 - 35 | LEVEL 5 - 36 | TOTAL - 185 ROOMS
LEVEL 3 - 36 | LEVEL 6 - 28
AREA SUMMARY
LEVEL 1 - 21,427 | LEVEL 4 - 10,665 | LEVEL 7 - 10,131
LEVEL 2 - 23,688 | LEVEL 5 - 11,503 | TOTAL - 114,083 GSF.
LEVEL 3 - 10,665 | LEVEL 6 - 13,998
* (MECHANICAL PENTHOUSE & LOFT LEVEL OF 4,275 GSF NOT INCLUDED IN CALCULATION)
Justin Herman Plaza
Trolley Station
Mission Street
Steuart Street
A
A
N

Source: Heller & Manus Architects; 1998 not to scale

Mission-Steuart Hotel Project	Figure 2: First Level Plan	Maxwell & Associates



Source: Heller & Manus Architects; 1998 not to scale

Mission-Steuart Hotel Project	Figure 3: Building Section (looking toward Bay)	Maxwell & Associates

at the corner of Mission and Steuart Streets may be moved a few feet, but would remain on the property near the intersection.

The site has only a slight grade and appears relatively level. Pile driving is proposed due to poor bearing capacity of the fill currently on the site. No excavation is proposed, but over 50 cubic yards of soil would be removed for installing pile caps, grade beams, and the base of the elevator shaft.

Zoning of the site would be changed from P (Public) to a C-2 (Community Business) or C-3-O (Downtown Commercial) District in order to construct a commercial building on City property. The Open Space designation of Lot 17 on the Height and Bulk District Map would change to 84-E, the same as the existing designation of the remainder of the project site.

Project construction would begin about May 2000, and would take approximately 16 months, with occupancy planned for late 2001.

II. SUMMARY OF POTENTIAL ENVIRONMENTAL EFFECTS

A. EFFECTS FOUND TO BE POTENTIALLY SIGNIFICANT

The Mission-Steuart Hotel project is examined in the Initial Study to identify potential effects on the environment. The following project specific effects have been determined to be potentially significant or to require further study, and will be analyzed in an Environmental Impact Report: transportation impacts (including impacts on transit operations and transit service, traffic circulation, bicycle and pedestrian circulation, and parking), shadow on public open space, operational air quality, and visual quality. Land use and zoning will be included in the EIR for information purposes.

B. EFFECTS FOUND NOT TO BE SIGNIFICANT

The following potential impacts were determined either to be insignificant or to be mitigated through measures included in the project. These items are discussed in Section III below, and require no further environmental analysis in the EIR: land use and zoning, population, construction-related traffic, and building equipment noise, construction air quality, wind,

utilities/public services, biology, geology/topography, water, energy, hazards, and archaeological resources, and historic structures.

III. ENVIRONMENTAL EVALUATION CHECKLIST AND DISCUSSION

A. COMPATIBILITY WITH EXISTING ZONING AND PLANS

		Not Applicable	Discussed
1.	Discuss any variances, special authorizations, changes proposed to the *City Planning Code* or Zoning Map, if applicable.	____	X
2.	Discuss any conflicts with any other adopted environmental plans and goals of the City or Region, if applicable.	____	X

The *Planning Code,* which incorporates by reference the City's Zoning Maps, governs permitted uses, densities and the configuration of buildings in San Francisco. Permits to construct new buildings (or to alter or demolish existing ones) may not be issued unless either the proposed action conforms to the *Planning Code,* or an exception is granted pursuant to provisions of the Code, or a reclassification of the site occurs.

The project site is in a P (Public) District and an 84-E and Open Space Height and Bulk District. *Planning Code* Section 290 states: "The inclusion of land in Open Space Districts is intended to indicate its principal or exclusive purpose as open space, with future development of any character strictly limited." Thus no commercial uses (including hotels) are allowed in this Height and Bulk District. The 84-E Height and Bulk District allows a maximum building height of 84 feet, and limits building bulk above 65 feet to not exceed 110 feet in length and 140 feet in the diagonal dimension. Above 65 feet, the proposed project would measure approximately 140 feet in length and approximately 160 feet in the diagonal dimension.

The project would require reclassification of the land use zoning of the site from P to C-2 or C-3-O under Sections 302 and 306 of the *Planning Code.* The proposed zoning change to either C-2 or C-3-O would permit residential, institutional, office, retail, and light industrial uses. Dwellings at a density ratio not exceeding the number of dwelling units permitted in the nearest

R District and group housing would be permitted. Permitted institutional use include residential care facilities, schools, clinics, social services, and churches. Retail businesses, massage establishments, offices, laundering and cleaning establishments would be permitted. Permitted assembly and entertainment include clubhouses, lodges, meeting halls, theaters, recreation building, amusement enterprises (billiards, dancehalls, nightclubs, bowling alleys, skating rinks, shouting galleries), and adult entertainment enterprises. Permitted home and business services include repair shops, interior decorating shops, upholstering shops, sign-painting shops, catering establishments, printing shops, newspaper publications, and blueprinting shops. Permitted automotive uses include sales or rental of new or used automobiles, when conducted entirely within and enclosed building, and storage garages.

The C-2 zoning district also permits the following: carpenter shops and contractor offices, sales or rental of new or used trucks, when conducted entirely within and enclosed building, storage garages, repair garages and major parking garages not open to the public, and animal hospitals or clinics.

In the C-3-O District, wholesale establishments, light manufacturing, and industrial or chemical research or testing laboratories, not including explosives uses are permitted.

Other uses, including hotels, would be permitted with conditional use authorization in both the C-2 and C-3-O districts.

Construction of the proposed project would also require approval of Conditional Use (CU) authorization under Sections 303(f) and 216(b) of the *Planning Code* to construct a hotel in the C-2 or C-3-O District, under Section 271 to permit an exception to the bulk limitation, and if the zoning is changed to C-2, an approval of the San Francisco Zoning Administrator under Section 305 to permit a variance to the parking requirement. In considering a conditional use application, the Planning Commission must adopt a motion approving, approving with conditions, or disapproving the proposed use.

If a rezoning to a C-3-O District occurs, no off-street parking requirement is required for any of the proposed uses on the site, under *Planning Code* Sections 151 and 161(c).

Environmental plans and policies are those, like the *Bay Area Air Quality Plan* and the Bay Conservation and Development Commission (BCDC) *Bay Plan,* which directly address

environmental issues, and/or contain targets or standards which must be met in order to preserve or improve characteristics of the City's physical environment. The proposed project would not obviously or substantially conflict with any such adopted environmental plan or policy.

The project site is within the Northeastern Waterfront Plan Area, which plan is an element of the *San Francisco General Plan.* The City's *General Plan,* which provides general policies and objectives to guide land use decisions, contains some policies which relate to physical environmental issues. The proposed project would not obviously or substantially conflict with any such policy. In general, potential conflicts with the *General Plan* are considered by decision makers independently of the environmental review process, as part of the decision whether to approve or disapprove a proposed project. Any potential conflict not identified here could be considered in that context, and would not alter the physical environmental effects of the proposed project. The project would require an amendment to Map 2 of the Northeastern Waterfront Plan to change the Height/Bulk limit of Lot 17 from Open Space to 84-E.

The project site is adjacent to and west of the Ferry Building Subarea of the Waterfront Land Use Plan. The *Waterfront Land Use Plan,* approved by the Port Commission on June 24, 1997, proposes a variety of uses on selected "opportunity sites" in the plan area. The project site is not under Port jurisdiction and would not obviously or substantially conflict with Port plans or policies for nearby areas under its jurisdiction.

In November 1986, the voters of San Francisco approved *Proposition M, the Accountable Planning Initiative,* which added Section 101.1 to the *Planning Code* to establish eight Priority Policies. These policies are: preservation and enhancement of neighborhood-serving retail uses; protection of neighborhood character; preservation and enhancement of affordable housing; discouragement of commuter automobiles; protection of industrial and service land uses from commercial office development and enhancement of resident employment and business ownership; maximization of earthquake preparedness; landmark and historic building preservation; and protection of publicly-owned open space. Prior to issuing a permit for any project which requires an initial study under the *California Environmental Quality Act (CEQA)* or adopting any zoning ordinance or development agreement, the City is required to find that the proposed project is consistent with the Priority Policies. The variance decision regarding parking (if needed upon a C-2 zoning reclassification), and the Planning Department case report for ~~both~~ the rezoning application, *General Plan* amendment, the Conditional Use authorization, and

subsequent motions adopted by the Planning Commission, will contain the analysis determining whether the proposed project is in compliance with the eight Priority Policies.

B. ENVIRONMENTAL EFFECTS -

1. Land Use – Could the Project:	Yes	No	Discussed
a. Disrupt or divide the physical arrangement of an established community?	___	X	X
b. Have any substantial impact upon the existing character of the vicinity?	___	X	X

The approximate 35,000 square-foot project site is currently occupied by a MUNI bus layover yard which is located adjacent to the eastern edge of Downtown, across The Embarcadero from the Ferry Building and the San Francisco Bay. The site occupies the southern half of the block bounded by Market Street to the north, The Embarcadero to the east, Mission Street to the south, and Steuart Street to the west. The F-Market trolley line would pass through along the northern edge of the project site. The San Francisco MUNI metro subway runs near the site with a vent shaft structure for the subway located on the northeast corner of the site.

The project site is within the Ferry Building Subarea of San Francisco's Northeastern Waterfront, adjacent to San Francisco Bay on the east. Land use in the project vicinity is primarily devoted to open space, public uses, and offices with ground floor retail in low- to high-rise structures. Residential uses in the vicinity include the Rincon Annex and Hills Plaza mixed-use developments. Three hotels are located in the vicinity: the Hyatt Regency, Hotel Griffon, and Harbor Court Hotel. Public uses in the vicinity include the Rincon Annex Post Office, Justin Herman Plaza, ferry terminals near the Ferry Building, governmental offices within the Ferry Building, and the San Francisco Municipal Railway subway and F-Market trolley line.

Adjacent to the north of the project site is the southern portion of Justin Herman Plaza. Further north across Market Street is the northern portion of Justin Herman Plaza. To the east of Justin Herman Plaza is The Embarcadero, the Ferry Building, and the Agriculture Building. The Port of San Francisco is currently seeking proposals to redevelop the Ferry Building and increase the

intensity of its use. South of the Ferry building are restaurants, and further south are offices (including the Agriculture Building with offices. There are no other buildings until south of the Bay Bridge.

To the south of the project site across Mission Street is the Audiffred building, a low-rise retail office building with a ground-floor restaurant. Two hotels, an office building, and two buildings being renovated are further south along Steuart Street. Across Howard Street are a parking structure and a construction site for the Gap headquarters, which is now under construction. To the south west of the project site across Mission and Steuart Streets is the Rincon Annex Post Office, some retail uses, residential units, and offices. To the west of the project site across Steuart Street are offices with retail uses below. To the northwest of the project site across Market Street and Steuart Street is the Hyatt Regency Hotel and the turnaround point for the California Street cable car line.

The project would include approximately 195 hotel rooms, 3,500 square feet of net new restaurant/café, 1,400 square feet of retail space to be operated by the Market Street Railway Company (which would sell items related to the historic trolley service), 1,570 square feet of other retail space, approximately 3,600 square feet of valet parking space for approximately 17 vehicles, and one off-street loading space. This intensification of use would not be substantial when considered in relation to the amount of existing office, retail, and tourist-serving commercial space in the immediate project vicinity. The proposed uses would be consistent with the character of the project area, and would not divide or disrupt an established community. Thus no significant land use impacts would occur.

The proposed project would result in an increase in intensity of existing land uses on the project site. The hotel project, an expansion of commercial development similar to adjacent land uses across Steuart Street and Mission Street, would be compatible with existing nearby uses. The transit shelter would accommodate the approved F-Market trolley line, which is being extended adjacent to the site. Land use and zoning issues will be discussed in the EIR for informational purposes.

2. Visual Quality – Could the Project:	Yes	No	Discussed
a. Have a substantial, demonstrable negative aesthetic effect?	___	X	X
b. Substantially degrade or obstruct any scenic view or vista now observed from public areas?	___	X	X
c. Generate obtrusive light or glare substantially impacting other properties?	___	X	X

The proposed four to seven-story (with penthouse) building would be shorter than newer buildings in the project area, and would be taller than nearby historic buildings, except the tower of the Ferry Building. The building would be visible from the adjacent Justin Herman Plaza, the nearby Ferry building, The Embarcadero and San Francisco Bay. The EIR will analyze visual quality effects of the project, and views from public areas.

The project would comply with City Planning Commission Resolution 9212, which prohibits the use of mirrored or reflective glass, since mirrored glass would not be used, and the building would not result in glare affecting other properties. The EIR will, therefore, not discuss glare.

3. Population – Could the Project:	Yes	No	Discussed
a. Induce substantial growth or concentration of population?	___	X	X
b. Displace a large number of people (involving either housing or employment)?	___	X	___
c. Create a substantial demand for additional housing in San Francisco, or substantially reduce the housing supply?	___	X	X

The proposed project would have no discernible effect on the growth or concentration of population in the neighborhood, city or region, although it would incrementally increase area employment and the number of hotel guests. The project would not include residential uses or any other features that would contribute to a change in permanent (or resident) population. The proposed project would also not displace any existing housing units at the site, or introduce any housing in the area.

According to the project sponsors, the number of new jobs created by the proposed hotel project, including a full-service restaurant, would be for about 100 employees.

Construction of the project would add to citywide and regional employment on a temporary basis during the site clearing and construction phases of the project, but not to levels that would substantially affect construction workforce levels in the Bay Area.

According to the *Planning Code* Section 303(f), the Planning Commission must make findings as to the following items in its conditional use determination: (A) the impact of the employees of the hotel or motel on the demand in the City for housing, public transit, child care, and other social services. To the extent relevant, the Commission shall also consider the seasonal and part-time nature of employment in the hotel; (B) the measures that will be taken by the project sponsor to employ residents of San Francisco in order to minimize increased demand for regional transportation; and (C) the market demand for a hotel of the type proposed.

The employment that would be generated by the project is anticipated to be drawn from both citywide and regional workforces. The addition of about 100 jobs as a result of the proposed project would not be of a magnitude that could significantly affect the Citywide jobs / employed residents balance.

The construction of a hotel on the project site would add hotel guests and employees to the Ferry Building Area. These hotel guests and employees would not substantially increase the existing area-wide population. Population and employment effects would not be significant and will not be discussed further in the EIR.

4. Transportation/Circulation – Could the Project:	Yes	No	Discussed
a. Cause an increase in traffic which is substantial in relation to the existing traffic load and capacity of the street system?	___	To Be Determined	
b. Interfere with existing transportation systems, causing substantial alterations to circulation patterns or major traffic hazards?	___	To Be Determined	
c. Cause a substantial increase in transit demand which cannot be accommodated by existing or proposed transit capacity?	___	To Be Determined	
d. Cause a substantial increase in parking demand which cannot be accommodated by existing parking facilities?	___	To Be Determined	

Increased employment at, and visitors to, the project site would place increased demands on the local transportation system, including increased traffic, transit demand, and parking demand. The EIR will discuss project effects related to transportation and circulation, including intersection operations, transit demand, and impacts on pedestrian circulation, parking, and freight loading, as well as construction impacts.

Relocation of the MUNI layover functions will be analyzed in the EIR to determine its potential effect on transit operations and transit services in the area.

5. Noise – Could the Project:	Yes	No	Discussed
a. Increase substantially the ambient noise levels for adjoining areas?	___	X	X

b.	Violated Title 24 Noise Insulation Standards, if applicable?	___	X	X
c.	Be substantially impacted by existing noise levels	___	X	___

Existing Noise Environment

The existing ambient noise environment in the project vicinity is typical of downtown San Francisco, dominated by vehicular traffic including cars, trucks, and MUNI buses. The Environmental Protection Element of the San Francisco *Master Plan* indicated that streets in the project vicinity were subject to background noise levels of 70 to 75 dBA (Ldn),[3] in 1974. Before removal of the Embarcadero Freeway, the public open space adjacent to the site experienced noise levels of about 72 dBA. Existing and future noise levels have been estimated at 68 to 72 dBA. [4]

Sensitive Noise Receptors

Sensitive noise receptors located adjacent to or near the project site include office uses to the west, south and east (across Steuart Street, Market Street, and The Embarcadero). Residences are located at Rincon Annex and Hills Plaza, and three hotels are located within one blocks of the project site. Child-care facilities in the area are located at Hills Plaza (345 Spear Street), 221 Main Street, the PG&E Building (77 Beale Street), and 475 The Embarcadero.[5]

Construction Noise

Building construction would temporarily increase noise in the site vicinity. Project construction would increase noise levels in areas surrounding the project site. The construction period would

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[3] Environmental sounds are usually evaluated as A-weighted sounds in decibels and expressed as dBA. The day/night noise level or Ldn is the noise level descriptor commonly used by communities to evaluate environmental noise. It is the average A-weighted noise level (expressed as dBA) during a 24-hour day, obtained after addition of 10 dBA to noise levels measured at night between 10:00 p.m. and 7:00 a.m.

[4] City and County of San Francisco, *Alternatives to Replacement of the Embarcadero Freeway and the Terminal Separator Structure Final EIR/EIS,* (92.202E and 94.060E, certified September 1996. A copy is available for review at the Planning Department, 1660 Mission Street, Fifth floor.)

[5] State of California, Department of Social Services, Community Care Licensing Division, Licensing Information System Directory Report, April 1, 1999.

last approximately 16 months and would include pile driving. Construction noise, particularly pile driving, could result in noise peaks that disrupt office uses and disturb users of the adjacent hotel and Justin Herman Plaza by interfering with normal speech and concentration (above exterior noise levels of 70 to 80 dBA).[6] The effect would be limited in time, depending upon the phase and duration of construction activities.

Sections 2907 and 2908 of Article 29 of the *San Francisco Police Code* regulate construction equipment and construction work. Section 2907(b) states "it shall be unlawful for any person, including the City and County of San Francisco, to operate any powered construction equipment, regardless of age or date of acquisition, if the operation of such equipment emits noise at a level in excess of 80 dBA when measured at a distance of 100 feet from such equipment, or an equivalent sound level at some other convenient distance." Exemptions to this requirement include impact tools and equipment, pavement breakers, and jackhammers. The Ordinance does require that such equipment be equipped with intake/exhaust mufflers and/or acoustically attenuating shields/shrouds recommended by the manufacturers and approved by the Director of Public Works to best accomplish maximum noise attenuation.

In addition to the 80-dBA noise limit, Section 2908 prohibits any person, between the hours of 8:00 p.m. of any day and 7:00 a.m. of the following day to erect, construct, demolish, excavate for, alter, or repair any building or structure if the noise level created is in excess of the ambient noise level by 5 dBA at the nearest property line unless a special permit therefore has been applied for and granted by the Director of Public Works.

Construction-related noise levels at 50 feet range from about 76 to 85 dBA for most types of construction equipment with slightly higher levels of about 88 to 91 dBA for certain types of earthmoving and impact equipment. Noise levels from pile drivers can generate noise peaks of approximately 101 dBA at 50 feet. The rate of attenuation is about six decibels (dBA) for every doubling of distance from a point source. It should be noted that such noise levels would be sporadic rather than continuous in nature because different types of construction equipment would be used throughout the construction process.

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[6] Noise peaks generated by construction equipment could result in temporary disturbance (e.g., speech interference) to persons in adjacent building if the noise level in the interior of the building exceeds 45 to 60 dBA. A typical building can reduce noise levels by 20 to 25 dBA with the windows closed, although the actual noise attenuation may vary depending on building construction and design. Assuming a 20 to 25 dBA reduction with the windows closed, an exterior noise level of 70 to 80 dBA at receptors would maintain an acceptable interior noise environment for normal conversation.

Average construction-related noise levels would generally be maintained below 80 dBA throughout project construction at distances of approximately 100 to 125 feet from the site. Distances of approximately 200 feet would generally maintain average noise levels below 70 dBA. However, adjacent office uses across Steuart and Mission streets (to the southwest and south) would be located as close as 80 to 85 feet from the project building. At this distance, adjacent office workers in these buildings could be subject to noise levels that are up to 4 dBA above the 80 dBA limit set for 100 feet from the site, but only when construction occurs along the Steuart and Mission Streets frontages. Other adjacent hotel and office uses are located farther from the project building (more than 100 feet away), and therefore, would be subject to average construction noise levels (at or below 80 dBA) throughout construction.

Where construction-related noise levels would have the potential to exceed 80-dBA at adjacent properties, potential noise increases would be significant if feasible noise controls are not implemented. If feasible noise controls are implemented along the Steuart Street and Mission Street frontages (within 100 feet of adjacent buildings), peak noise levels generally would not exceed the 80-dBA criterion at 100 feet except for pile drivers (discussed below). Feasible noise controls to reduce construction noise to a less-than significant effect are included as Mitigation Measure 1 on page 42.

Pile Driving Noise

Proposed pile driving would result in temporary noise increases in the site vicinity. When pile driving occurs in this area, exterior noise levels of up to 97 dBA could occur at adjacent offices, which would exceed the 70- to 80-dBA speech interference criterion. Pile driving would occur intermittently over about eight weeks during project construction; hammering could occur during a five- to eight-minute period for each pile. Speech interference would occur when the hammer is dropped onto the pile since this is when the peak noise level would be generated. However, it should be noted that pile drivers and other impact tools are not subject to the 80-dBA criterion under the San Francisco Noise Ordinance. Impact tool use can exceed the standards, after review by the Department of Public Works of muffling measures. The Department of Public Works permits pile driving operation under certain conditions, which may include specifying relatively quiet equipment, pre-drilling pile holes, and limiting hours of operation to reduce the number of people exposed to noise effects.

Vibration from project-related pile driving would be felt in adjacent and nearby buildings. Pile driving is known to cause vibrations in adjacent structures. The nature and extent of vibration would depend on a number of factors, including: the type of equipment used (such as impact or vibratory tools); the type of activity, the depth of construction, and the type and conditions of geologic materials. In one case study,[7] it was found that on soft or firm soils, impact hammers generate potentially higher particle velocities than vibratory hammers. Although this study was conducted in a different part of San Francisco, it was found that 30- to 40-foot piles driven with vibratory pile drivers on firm soils generated very noticeable vibration (peak particle velocities of approximately 0.3 inches per second) at about 20 feet from the pile. With amplitudes of 0.1 inches per second, vibration is very annoying to many people and tasks such as reading may be difficult. Higher amplitudes of 1.0 inch per second result in very noticeable and disturbing building movement as well as architectural damage.

If impact pile drivers are used, it is possible that peak particle velocities greater than 0.3 inches per second at 20 feet would occur at these buildings, depending on the soil type. However, the potential effects would be somewhat less at the closest buildings, which are 80 feet from the site perimeter. While the potential for structural damage cannot be specifically predicted at the site at this time, the aforementioned study indicates that peak particle velocities can be maintained at levels which would not cause structural damage if vibratory pile drivers are used.

Measures to minimize potentially significant noise and vibration impacts on adjacent uses due to pile driving to a less-than significant level are included as Mitigation Measure 2 on page 43.

Operational Noise and Vibration

The Environmental Protection Element of the *San Francisco Master Plan* contains guidelines for determining the compatibility of various land uses with different noise environments.[8] In areas where noise levels are between 60 and 80 dBA (Ldn), the guidelines recommend that new hotel construction or development should be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features are included in the project design. The project would be constructed in an area where background noise levels could range

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[7] Theisson, James R. and Wood, William C., "Vibrations in Structures Adjacent to Pile Driving," Dames and Moore, Engineering Bulletin 60, July 1982. This case study examined a site near the Great Highway and John F. Kennedy Drive.

[8] City and County of San Francisco, *San Francisco Master Plan*, Environmental Protection Element, pages I.6.11-12.

between 70 and 75 dBA, and City noise guidelines would require a detailed noise analysis and incorporation of needed noise insulation measures into the project design.

The proposed hotel project would also be subject to the California Noise Insulation Standards specified in Title 24 of the *California Code of Regulations.* These regulations are intended to limit the extent of noise transmitted into habitable spaces by specifying the extent to which walls, doors, and floor ceiling assemblies must block or absorb sound. For limiting noise from exterior sources, the Standards set forth an interior standard of 45 dBA (CNEL or Ldn) in any habitable room with all doors and windows closed. The Standards require an acoustical analysis demonstrating how interior spaces have been designed to meet this interior standard where habitable spaces are proposed in areas subject to noise levels greater than 60 dBA (CNEL or Ldn). The proposed hotel would include noise insulation measures as part of the design to ensure compliance with California Title 24 Noise Insulation Standards.

The F-Market Street MUNI streetcar line is located immediately adjacent to the proposed hotel. Depending on the nature of surface and subsurface soils, operation of the MUNI line could generate ground-borne noise or vibration and disturb hotel patrons. While this potential disturbance would not be considered significant under *CEQA,* a detailed vibration analysis is proposed to be conducted and any necessary design measures would be incorporated into the project foundation design to minimize potential effects of MUNI-related ground-borne noise or vibration on hotel patrons.

In addition, the project would be required to comply with Section 2909, "Fixed Source Noise Levels," which regulates mechanical equipment noise. The project site is proposed to be reclassified to the C-2 or C-3-O district, and in these districts, the Ordinance limits equipment noise levels at the property line of an affected property to 60 dBA between 10:00 p.m. and 7:00 a.m. and 70 dBA between 7:00 a.m. and 10:00 p.m. The proposed building would be required to comply with these noise limits. Since equipment noise would be limited by Ordinance to 60 dBA during the night and 70 dBA during the day, the project's operational noise would generally not exceed ambient noise levels in the project area and therefore, would not be significant.

Project-related traffic increases and the relocation of diesel buses would incrementally increase noise levels along local streets. Based on traffic estimates for this project,[9] the project would

[9] The Duffey Company, *Mission Steuart Project, Preliminary Draft Transportation Report*, April 1999.

increase existing traffic levels by approximately 25 percent or less along local streets in the project vicinity. To produce a noise increase that is barely perceptible, existing traffic volumes would need to double (a 100 percent increase would result in a 3 dBA increase). Noise increases attributable to the proposed project would be 1 dBA or less. Cumulative (2015) traffic increases would result in traffic increases of 5 to 30 percent. Such increases would result in noise increases of 1 dBA or less. When project and cumulative increases are considered together, traffic volumes would increase by a total of 30 percent or less, and such increases would result in cumulative noise increases of 1 dBA or less.

The project building shall be required to meet applicable California Noise Insulation Standards and to minimize potential vibration effects of the adjacent MUNI line. The Department of Building Inspection would review the final building plans to ensure the proposed building design meets these Standards and adequately minimizes vibration effects.

The project shall be required to comply with the *San Francisco Noise Ordinance, San Francisco Police Code* Section 2909, Fixed Source Levels, which regulates mechanical equipment noise.

Because the proposed hotel would not significantly increase noise levels due to project-related traffic increases and mechanical equipment operation, no further study is required and operational noise will not be addressed in the EIR.

6. Air Quality/Climate – Could the Project:	Yes	No	Discussed
a. Violate any ambient air quality standard or contribute substantially to an existing or projected air quality violation?	___	To Be Determined	
b. Expose sensitive receptors to substantial pollutant concentrations?	___	X	___
c. Permeate its vicinity with objectionable odors?	___	X	___

d. Alter wind, moisture or temperature (including sun shading effects) so as to substantially affect public areas, or change the climate either in the community or region? ___ To Be Determined

Construction Air Quality Emissions

Demolition, land clearing, grading and other ground-disturbing construction activities would temporarily affect local air quality for about one to two months, causing a temporary increase in particulate dust and other pollutants. Dust emissions during demolition and grading would increase particulate concentrations near the project site. A portion of these emissions would likely result from equipment traveling over unpaved areas and such dust emissions would have the greatest nuisance potential. Fugitive dust is emitted during disturbance of soil and as a result of wind erosion over exposed earth. Dustfall can be expected at times on surfaces within 200 to 800 feet.

Under high winds exceeding 12 miles per hour, localized effects including human discomfort might occur downwind from blowing dust. Construction dust is composed primarily of particularly large particles that settle out of the atmosphere more rapidly with increasing distance from the source and are easily filtered by human breathing passages. In general, construction dust would result in more of a nuisance than a health hazard in the vicinity of construction activities. About one-third of the dust generated by construction activities consists of smaller size particles in the range that can be inhaled by humans (*i.e.,* particles 10 microns or smaller in diameter, known as PM_{10}, although those particles are generally inert). Persons with respiratory diseases immediately downwind of the site, as well as any unprotected electronics equipment, could be sensitive to this dust.

Dust generation would be constant but would be highly variable. The amount of dust generated on a given day would be dependent on types and amount of construction activity, and meteorological and soil conditions. The highest potential for dust generation occurs during the summer months when winds are highest on average and soil moisture is lowest.

Effects of construction activities would be increased dustfall and locally elevated levels of fine particulate matter. Construction activities have the potential to create a temporary nuisance. Project construction impacts are considered to be potentially significant on a temporary and

localized basis. A mitigation measure that would reduce temporary construction air quality impacts to a level of insignificance has been included in the project (see Mitigation Measure 3, page 44). No further discussion of construction air quality effects will be in included in the EIR.

Air Quality Emissions From Operations

The project could potentially result in air quality impacts if traffic volumes increase substantially. The EIR will compare the project to thresholds for projects requiring air emission calculations, and if warranted, will calculate emissions and compare them to applicable significance thresholds published by the Bay Area Air Quality Management District. Carbon monoxide emissions and the possibility of exceeding carbon monoxide standards at congested intersections will be considered.

Shadow

Section 295 of the *Planning Code* was adopted in response to Proposition K (passed November 1984) in order to protect certain public open spaces from shadowing by new structures during the period between one hour after sunrise and one hour before sunset, year round. Section 295 restricts new shadow on public spaces under the jurisdiction of the Recreation and Park Department by any structure exceeding 40 feet unless the Planning Commission finds the impact to be insignificant. The proposed project is located adjacent to Justin Herman Plaza, a property under the jurisdiction of the Recreation and Parks Department. Portions of the project would exceed 40 feet in height, although the shadow would not exceed permitted shadow effects on Justin Herman Plaza from a 40-foot-tall building.

The EIR will analyze shading impacts of the proposed project building and will include graphics that show the extent of the shadows from existing buildings and project buildings in the project area for 9:00 or 10:00 a.m., noon, and 3:00 p.m. on December 21, March/Sept. 21, and June 21. Shadow effects for additional hours of the day will be analyzed according to Proposition K for Justin Herman Plaza.

Wind

A "Report on Wind and Comfort Conditions, Mission Steuart Hotel, 98.604E," was prepared by Donald Balianti, Certified Consulting Meteorologist, December 17, 1998. This report is in

98.604E project files at the San Francisco Planning Department, 1660 Mission Street. Winds in San Francisco are most frequently from the west through northwest direction, reflecting the persistence of seabreezes. The strongest winds in San Francisco are typically from the south during the approach of a winter storm.

The project site is generally sheltered from prevailing winds. Directly across Steuart Street from the project site are several buildings ranging from 10 stories to over 20 stories. The 17+ story Hyatt Regency is located north and west of the project site. Further to the west are other high-rise structures.

The project does not appear to have the potential to cause adverse wind accelerations in pedestrian areas adjacent to the site. Although the building is proposed to be aligned with its wide face toward the prevailing westerly wind direction, the site is sheltered by taller existing structures and the new building would not intercept large amounts of wind. The discontinuity of the upwind building faces would also tend to avoid strong wind accelerating at ground level. Any shifts for enhancing ground-level wind speeds would be expected to be minor. The wind and comfort impacts of the proposed project would be less-than significant, and wind tunnel testing would not be warranted. No further discussion of wind effects will be in included in the EIR.

7. Utilities/Public Services – Could the Project:	Yes	No	Discussed
a. Breach published national, state or local standards relating to solid waste or litter control?	___	X	___
b. Extend a sewer trunk line with capacity to serve new development?	___	X	___
c. Substantially increase demand for schools, recreation or other public facilities?	___	X	X
d. Require major expansion of power, water, or communications facilities?	___	X	X

The proposed project would add approximately 195 hotel rooms, approximately 3,500 square feet of a net new restaurant/café, approximately 1,400 square feet of MUNI retail space,

approximately 1,570 of other retail space, approximately 2,300 square feet of meeting room space, and a parking area of approximately 3,600 square feet (about 17 valet spaces) to the project site. This would not substantially increase the area's operational demand for utilities and public services. The incremental increase in demand for utilities and public services would not exceed amounts expected and provided for in a developed area, such as the Ferry Building Area. The new hotel, restaurant/café, and retail uses would not generate solid waste in excess of the capacity of waste disposal services, and would not increase water and energy consumption, in excess of amounts planned and provided for in this area. Hence, utilities and public services would not be adversely affected by the project and will not be further addressed in the EIR.

8. Biology – Could the Project:	Yes	No	Discussed
a. Substantially affect a rare or endangered species of animal or plant, or the habitat of the species?	___	X	X
b. Substantially diminish habitat for fish, wildlife or plants, or interfere substantially with the movement of any resident or migratory fish or wildlife species?	___	X	___
c. Require removal of substantial numbers of mature, scenic trees?	___	X	X

The project site and a majority of the Ferry Building Area, with the exception of the adjacent Justin Herman Plaza, are developed and covered with structures and impermeable surfaces. Terrestrial birds in the area are limited to species adapted to urbanization and human presence such as English sparrows, starlings, and Brewer's blackbirds. The urbanized character and lack of suitable cover and food sources limit occurrences of terrestrial mammals to those species adapted to urban environments. These include Norway rats, house mice, meadow mice, and gophers, in addition to domestic and feral cats and dogs; none of these are rare or endangered species.

One landscaped tree (which is not a rare or endangered plant species) would be removed for the project. However, because the project site is in a developed urban area and is almost completely

covered by structures and impervious surfaces, development of the site would not affect any other plants or possible animal habitats. No rare, threatened, or endangered species would be affected by the project. Biological effects will not be further addressed in the EIR.

9. Geology /Topography – Could the Project:	Yes	No	Discussed
a. Expose people or structures to major geologic hazards (slides, subsidence, erosion and liquefaction)?	___	X	X
b. Change substantially the topography or any unique geologic or physical features of the site?	___	X	___

The relatively level site is bayward of the historic shoreline of San Francisco Bay. The area was filled between 1849 and 1873. From existing boring data, the site is underlain by about 22 feet of loose to medium dense sand and gravel mixed with relatively large rocks and other debris. Beneath the fill is about 88 feet of weak, compressible marine clay known as Bay Mud. The Bay Mud is underlain by stiff clay (Old Bay Clay), and dense sand that extends to the bedrock.

Bedrock is estimated to be about 230 feet below the ground surface. Ground water has been measured at the site at five to eight feet below the surface.[10]

The San Francisco Bay Area is a seismically active region and during a major earthquake, very strong shaking is expected to occur at the project site. Strong ground shaking can result in soil liquefaction and associated lateral spreading and subsidence. A liquefaction study in an area that included the project site concluded that during a major earthquake on one of the nearby faults the loose fill in the vicinity of the bus layover lot is susceptible to liquefaction. Settlement and

[10] Rodgers, Richard D., Geotechnical Engineer at Treadwell & Rollo, Inc., letter report sent to Peter Bosma, Emerald Fund, Inc., October 5, 1998. Information from that letter report is summarized in this section. The letter report is on file at the San Francisco Planning Department, 1660 Mission Street.

lateral displacement associated with such an event were estimated at 2 to 25 inches and 3 to 12 inches, respectively.[11]

The most important geotechnical consideration at the site is the presence of loose sand and rubble fill and compressible Bay Mud. To limit static or seismically-induced settlement, the proposed building would be supported on piles that extend through the fill and Bay Mud, and gain support in soil below through friction. Further analysis of liquefaction, as well as foundation design, would be part of a detailed geotechnical investigation that would be prepared for the project.

The project would be constructed adjacent to the MUNI Metro tunnel and the MUNI vent shaft. It is possible that vibrations from piles that would be driven for project construction, could impact the MUNI Metro vent structure. The project engineers have recommended that piles be pre-drilled to mitigate any potentially adverse effects on the nearby MUNI vent structure.[12] See Mitigation Measure 2 on page 43 which has been included for the noise and vibration section.

The project sponsors have agreed to follow the final geotechnical investigation's recommendations in constructing the project as required by Code.

The project is in a Special Geologic Study Area, as shown in the Community Safety Element of the *San Francisco General Plan*, because it is potentially subject to liquefaction and subsidence. The map of Special Geologic Study Area indicates areas in which one or more geotechnical hazards exist with the potential for causing land movement or inundation.

The final building plans will be reviewed by the Department of Building Inspection (DBI). In reviewing building plans, the DBI refers to a variety of information sources to determine existing hazards and assess requirements for mitigation. Sources reviewed include maps of Special Geologic Study Areas as well as the building inspectors' working knowledge of areas of special geologic concern. The above referenced geotechnical investigation will be available for use by the DBI during its review of building permits for the site. Also, DBI could require that

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[11] Harding Lawson Associates, Dames & Moore, Kennedy/Jenks/Chilton, and EQE Engineering; Final Report, *Liquefaction Study, North Beach, Embarcadero Waterfront, South Beach, and Upper Mission Creek Area, San Francisco, California*, January 1992.

[12] Rodgers, Richard D., Geotechnical Engineer at Treadwell & Rollo, Inc., telephone conversations with Sally Maxwell, Principal, Maxwell & Associates, May 4 and May 6, 1999.

additional site-specific soils report(s) be prepared in conjunction with permit applications, as needed.

Geologic and seismic concerns will not be further addressed in the EIR.

10.	Water – Could the Project:	Yes	No	Discussed
a.	Substantially degrade water quality, or contaminate a public water supply?	___	X	___
b.	Substantially degrade or deplete ground water resources, or interfere substantially with ground water recharge?	___	X	X
c.	Cause substantial flooding, erosion or siltation?	___	X	___

Water quality and hydrology at the project site relate to stormwater runoff generated at the site and its eventual discharge to San Francisco Bay. Discharge of stormwater runoff has been regulated since 1990 by the State Water Resources Control Board and the California Regional Water Quality Control Board (RWQCB) through the National Pollutant Discharge Elimination System (NPDES) permit requirements. Stormwater runoff from the project site currently flows to the City's combined sewer system, and discharges associated with stormwater runoff in the project area are regulated under the City's Bayside Wet Weather Facilities NPDES permit; the City is currently in compliance with this permit. The project would be exempt from the Regional Water Quality Control Board requirement for construction stormwater NPDES permit since the total site size is less than five acres.

The project site is completely covered by impervious surfaces, consisting of a MUNI bus layover yard. The proposed project would also cover the entire site with the proposed hotel and transit structure. Therefore, the area of impervious surfaces would remain similar to existing conditions. No change in the volume of surface runoff from the site would result from the proposed project. The general drainage pattern of the site would be unaltered, and stormwater runoff from the site would continue to drain into the City's combined sanitary and storm sewer system. The quality of the stormwater runoff from the site would likely continue to be

characterized as typical urban runoff. Urban runoff commonly contains pollutants, such as oil and grease, sediments, and pollutants associated with atmospheric deposition, and the proposed project would not measurably affect the quality of the runoff in the site vicinity. Thus, no long-term impacts to the volume or quality of the runoff would be anticipated due to the proposed project.

Construction of the project would require grading and earthmoving activities at the site. These activities have the potential to generate excess sediment that could contribute to water quality degradation. Even though the site is less than the acreage required for an NPDES construction permit, Article 4.1 of the *San Francisco Municipal Code, Industrial Waste or Sewer Use Ordinance,* which regulates discharges into the City's combined sewer system, includes quality limitations and prohibitions for discharges, and best management practices to minimize sedimentation to the sewer system. These would be undertaken by the project sponsors as required by Code.

The groundwater in the project area is not considered suitable for potable uses due to the extent of historic industrial and manufacturing land uses in the area. Due to the limited extent of excavation required for project construction, minimal impacts to localized groundwater would result. The potential to encounter groundwater during project construction is discussed under Hazards. No further analysis of water resources is required in the EIR.

11. Energy/Natural Resources – Could the Project:	Yes	No	Discussed
a. Encourage activities which result in the use of large amounts of fuel, water, or energy, or use these in a wasteful manner?	___	X	X
b. Have a substantial effect on the potential use, extraction, or depletion of a natural resource?	___	X	___

Project construction would require consumption of energy in an amount that would be typical for hotel construction. Minor changes to the amount of energy consumed may result due to relocating MUNI bus layover locations. Because most of the proposed locations are within one to three blocks of the project site, such fuel use changes are expected to be minor.

Relocation of electric coach layover locations may involve moving overhead wires, but a noticeable increase in the number of wires and the resultant EMF (electromagnetic field) would not occur.

Upon project implementation, energy consumption would be greater than the amount currently consumed at the site. However, the project would be required to comply with energy performance standards of Title 24 of the *California Code of Regulations* and thus would not use energy in a wasteful manner. The proposed project would consume energy in the form of electricity, natural gas, and fuel (gasoline and diesel). The project would not generate a substantial increase in demand upon existing sources of energy, or require the development of new sources of energy. No further analysis of energy / natural resources would be required in the EIR.

12. Hazards – Could the Project:	Yes	No	Discussed
a. Create a potential public health hazard or involve the use, production or disposal of materials which pose a hazard to people or animal or plant populations in the area affected?	___	X	X
b. Interfere with emergency response plans or emergency evacuation plans?	___	X	X
c. Create a potentially substantial fire hazard?	___	X	X

Hazardous substances could potentially be present in the soil or groundwater at the project site as a result of past filling activities, past site activities or migration to the site from off-site sources. The presence of hazardous substances may require special handling of the soil and groundwater produced during construction. This section summarizes the potential presence of hazardous substances and the legally required measures that would be implemented if hazardous substances are present.

The proposed project site was originally part of the shallow margins of San Francisco Bay and has been filled. The origin and date of the fill has not been reviewed, but would be identified as

part of a site history report prepared for the proposed project in accordance with the requirements of San Francisco's *Maher Ordinance* as described below. Fill materials commonly used in San Francisco include materials excavated from nearby hills as well as man-made debris which could have potentially contaminated the fill. In addition, rubble from destroyed buildings, including hazardous materials that were used in the buildings, was commonly incorporated into the fill and built upon during reconstruction after the 1906 earthquake. The earthquake fill commonly contains polynuclear aromatic hydrocarbons (PNAs), heavy metals, oil and grease and volatile organic compounds (VOCs), and this was one of the reasons for enactment of San Francisco's *Maher Ordinance.*

A site history has not been prepared specifically for the proposed project, but would be prepared in accordance with the requirements of the *Maher Ordinance* as described below. General information regarding the site history has been obtained from work done in support of The Embarcadero Roadway Project (Dames & Moore, 1991). The previous land use noted within the proposed project boundaries that potentially involved the use of hazardous substance is a lumber yard.

The most recent use of the site has been for parking (layover times) of MUNI buses containing diesel fuel. The extent to which fuel leaks have occurred is unknown. Potential emissions due to potential fuel leaks and emissions due to idling buses will be discussed in the air quality section of the EIR.

Adjacent land uses that potentially involved the use of hazardous substances include coal bunkers, a coal refinery, a lumber yard, and machine shops to the south, across Mission Street as well as a copper works, sheet metal works, and underground storage tanks to the north, across Market Street. An underground storage tank was also noted at the Ferry Building to the east of the proposed project site, across The Embarcadero.

A computerized regulatory database search was conducted for the project site to identify known or potential environmental cases in the project vicinity.[13] Fourteen environmental cases have been identified within $\frac{1}{8}$ mile of the proposed project. The majority of the environmental cases identified by the regulatory database search were identified in the leaking underground storage

[13] VISTA Information Solutions, Site Assessment Report Plus, Mission/Steuart Hotel, December 8, 1998

tank (LUST)[14] databases. Additional sites were identified in the Cortese,[15] North Bay County Toxics List, Region 2 (North Bay),[16] Emergency Response Notification System,[17] and RCRA Violations[18] databases. Environmental conditions at each of the LUST sites were reviewed because these are the most likely sites to affect soil and groundwater quality at the proposed project site.

Environmental conditions at the six LUST sites vary. Of these sites, three of the cases (6D at 100 California Street, 2A at 1 Market Plaza, and 6B at 1 California Street) have been closed to the satisfaction of the regulatory agencies. Petroleum hydrocarbons were noted in the soil at two of the sites (9 at Mission and Main Street and 10 at the Ferry Building). Soil quality at these sites would not likely affect soil quality at the proposed project site because they are not located adjacent to the proposed project site. One case (6B at 1 California Street) is reported to be inactive. Regulatory agency files reviewed for two of these sites note that groundwater quality within the downtown area is regionally degraded by petroleum hydrocarbons.

Soil and Groundwater Quality

Soil and groundwater quality within the project area have been evaluated as part of two previous investigations conducted in support of the Embarcadero Roadway Project[19] and the Muni Metro Turn Around Project.[20] One boring was installed and sampled within the proposed project

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[14] The Leaking Underground Storage Tank (LUST) databases include San Francisco Bay Fuel Leaks List (LUST Regulation 2) and LUST Information System (LUSTIS) which are used to track remediation status of known leaking underground tanks.

[15] The Cortese database is maintained by the California Office of Environmental Protection, Office of Hazardous Materials. It includes a compilation of sites identified in various state regulatory agency databases.

[16] The North Bay County Toxic List (North Bay) is used by the San Francisco Regional Water Quality Control Board to track contaminated sites other than Leaking Underground Storage Tank sites.

[17] The Emergency Response Notification System (ERNS) is a national database used to collect information on reported releases of hazardous substances and oil.

[18] The US EPA's *Resource Conservation and Recovery Act (RCRA)* program identifies and tracks hazardous waste from the point of generation to the point of disposal. The RCRA Violations (RCRA Viol) database tracks facilities which have been cited for RCRA violations at least once since 1980.

[19] Dames & Moore, Final Report, Preliminary Hazardous Waste Investigation, Embarcadero Roadway Project, San Francisco, California, for Bechtel Environmental, Inc., November 7, 1990.

[20] Geo/Resource Consultants, Inc., Preliminary Site Characterization Report, MUNI Turnaround Project, San Francisco, California. April, 1991.

boundaries during each of these investigations (Borings ER-11 and MMT-7, respectively). Soluble lead was identified at 8.6 mg/l in the composite soil sample from the boring installed for the Embarcadero Roadway Project (ER-11). This concentration exceeds the Soluble Threshold Limit Concentration (STLC) of 5 mg/l for the classification of a hazardous waste.[21] In addition, the total concentrations of mercury and copper exceeded 10 times the Soluble Threshold Limit Concentration in at least one soil sample analyzed from the two borings installed for these investigations. A waste extraction test would be required to determine if the soluble concentrations of these metals exceed the Soluble Threshold Limit Concentration. Other chemicals identified in soil samples from these borings include polynuclear aromatic hydrocarbons, cyanide, organic lead, carbon disulfide, methylene chloride, tetrachloroethene, 1,2-dichlorobenzene, sulfides, and total petroleum hydrocarbons as diesel.

The presence of these chemicals would require sampling and analysis to evaluate special handling procedures for any soil removed from the site and the potential for the soil to be classified as a hazardous waste. A risk assessment would also be required to evaluate the potential for exposure to any residual chemicals once the site has been developed and potential health effects related to the exposure.

One grab groundwater sample was analyzed from the boring installed for The Embarcadero Roadway Project (ER-11). This groundwater sample contained detectable levels of several metals and polynuclear aromatic hydrocarbons. The presence of these chemicals in the groundwater could require special handling of any groundwater produced during site dewatering.

Legally Required Measures due to Potential Presence of Hazardous Substances in Soil/Groundwater

Because the project would be constructed bayward of the historic high tide line and would involve the excavation of at least 50 cubic yards of soil, the project sponsors would prepare a site

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[21] Based on regulations contained in Title 22 of the *California Code of Regulations,* a waste would be considered hazardous for disposal purposes if the total concentration of a metal exceeded the total threshold limit concentration (TTLC) or if the soluble concentration exceeded the soluble threshold limit concentration (STLC). A waste extraction test is required to identify the soluble concentration of a metal. Because this test involves a ten to one dilution of the sample, the soluble concentration could not exceed the STLC unless the total concentration is at least equal to ten times the soluble threshold limit concentration. If the total concentration is less than ten times the soluble threshold limit concentration, a waste extraction test would not be required and the waste would not be considered hazardous.

history and subsequently conduct a site investigation and prepare a soil analysis report to comply with *San Francisco Ordinance #253-86* (the *Maher Ordinance*) to assess the potential presence of hazardous substances in the soil. The report would be submitted to the San Francisco Departments of Public Works and Public Health for review and approval.

If indicated by the results of the investigation, the project sponsors would prepare a Site Mitigation Plan or Soil Management Plan in compliance with the *Maher Ordinance*. The plan would include measures for the handling of soil produced during excavation, to control dust and runoff during construction, and to characterize soil for off-site disposal purposes.

Upon completion of construction and site mitigation, if necessary, the project sponsors would prepare a certification report certifying that all measures specified in the Site Mitigation Plan or Soil Management Plan have been implemented.

The project sponsors would be required to comply with Article 20 of the *San Francisco Public Works Code* (the *Maher Ordinance*) prior to the issuance of any building permit. Any hazardous materials discovered would be abated according to local, state, and federal laws, regulations, and appropriate standards.

The project sponsors would obtain a permit for discharge of groundwater produced during construction dewatering to the City's combined storm and sanitary sewer from the San Francisco Department of Public Works (SFDPW) in accordance with the *City's Industrial Waste Ordinance (Public Works Code,* Article 4.1). If the groundwater contains chemical concentrations in excess of the required discharge criteria, pre-treatment would be required. If standards cannot be met with on-site treatment, off-site disposal by a certified waste hauler would be required. There would likely be dewatering only at the elevator pit.

The project sponsors would follow recommendations of the geotechnical engineer or environmental remediation consultant, in consultation with the Bureau of Environmental Regulation and Management of the Department of Public Works, regarding treatment, if any, of pumped groundwater prior to discharge to the combined sewer system.

Groundwater pumped for the site would be retained in a holding tank to allow suspended particles to settle, if this was found to be necessary by the Bureau of Environmental Regulation and Management to reduce the amount of sediment entering the combined sewer system.

The project sponsors would require the general contractor to install and maintain sediment traps in local storm water intakes during construction to reduce the amount of sediment entering the combined sewer system, if this was found to be necessary by the Bureau of Environmental Regulation and Management.

In compliance with applicable federal OSHA and Cal/OSHA regulations, the project sponsors would require the construction contractor to prepare a site-specific Safety and Health Plan. The plan would be reviewed by the San Francisco Department of Public Health prior to construction. The Safety and Health Plan would include provisions for responding to unknown site conditions that could be encountered during construction.

The project sponsors would be required to comply with applicable hazardous materials regulations as necessary, to ensure that appropriate site investigations and risk evaluations are performed to evaluate potential human health risks related to any hazardous substances left in the soil or groundwater after completion of construction. The project sponsors would also coordinate with regulatory agencies to ensure that appropriate remedial measures and soil handling procedures are implemented to reduce any identified risks to acceptable levels. The investigations, risk evaluations, and remedial actions would be implemented under the oversight of the appropriate regulatory agency(ies) to ensure compliance with applicable laws and that the public health and safety are protected.

Summary of On-Site Hazardous Materials

No permitted underground storage tanks were identified at the proposed project site, and the property is not permitted under the *Resource Conservation and Recovery Act* to handle hazardous wastes.

Future Use of Hazardous Materials

Operation of the new hotel could potentially involve the use of hazardous substances, including diesel for a back up power generator as well as maintenance and cleaning chemicals. The project sponsors would comply with Article 21 of the *San Francisco Municipal Code,* enforced by the San Francisco Department of Public Health, as well as applicable state and additional local requirements for the storage of petroleum products and the use of hazardous substances during operation of the building. Compliance with these regulations would provide public health

protection, and therefore no long-term public health impacts would be anticipated. No further discussion of hazardous materials will be in included in the EIR.

Emergency Response or Evacuation Plans

Emergency response or evacuation plans for the downtown area would not be expected to be affected by the proposed project because it would not substantially increase the daytime population in greater downtown San Francisco, so that existing plans would remain adequate. The project would be required to conform to the Life Safety provisions of the *San Francisco Building Code and* Title 24 of the *California Code of Regulations*, and a specific evacuation and emergency response plan would be developed as part of the proposed project. The project's emergency plan would be coordinated with the City's emergency planning activities. Emergency response requires no further study in the EIR.

Fire Hazards

The project would not result in any increase in fire hazard since the project would be built to conform with fire prevention and safety requirements of the *San Francisco Building Code* and Title 24 of the *California Code of Regulations.* Therefore, fire hazard requires no further study and will not be addressed in the EIR.

13. Cultural – Could the Project:	Yes	No	Discussed
a. Disrupt or adversely affect a prehistoric or historic archaeological site or a property of historic or cultural significance to a community, ethnic or social group; or a paleontological site except as a part of a scientific study?	___	X	X
b. Conflict with established recreational, educational, religious or scientific uses of the area?	___	X	X

c.	Conflict with the preservation of buildings subject to the provisions of Article 10 or Article 11 of the City Planning Code?	___	X	___

Archaeological Resources

A technical report was prepared for the project site (Allen G. Pastron, Archeo-Tec, "Archival Cultural Resources Evaluation of the proposed Mission-Steuart Hotel Project, Located at the Northeast Corner of Mission and Steuart Streets, City and County of San Francisco, California," October 1998). This report is available for public review in Project File No. 98.604E at the San Francisco Planning Department, 1660 Mission Street.

In its natural setting, the project site lay entirely submerged beneath 10 to 15 feet of water in the San Francisco Bay until after the beginning of the California Gold Rush era of the mid-19th century. Thus the possibility of encountering prehistoric or protohistoric cultural remains within the project area is relatively low. No prehistoric or protohistoric archaeological sites have been recorded within, or immediately adjacent to the project site.

The project site was still submerged during the Spanish, Mexican, and Early American Periods (1775-1848). Thus, no subsurface cultural materials are likely to have been deposited during these time periods either within or immediately adjacent to the project site.

The first development to occur in proximity to the project area consisted of the construction of the Market Street Wharf in October 1850. The wharf was located one block north of the project site, which remained totally submerged beneath Bay waters. By the mid-1880's, the block had been completely filled, developed, and occupied.

It is possible that deposits of potentially significant, Gold Rush era and/or later 19th century, subsurface cultural resources may exist at one or more locations within the project site. Gold Rush era vessels could exist in the immediate vicinity, although there is no historical evidence to suggest that any Gold Rush hulks lie buried within the confines of the project site. One of these hulks, Othello, might once have been situated in proximity to the northeastern corner of Mission and Steuart streets. Any additional potential cultural deposits would range in age between the mid-to-late 1850's, or early 1860's, and the beginning of the 20th century. Archaeological research in the vicinity of the project site suggest that these cultural deposits would probably

consist of later 19th century architectural remnants and a range of associated domestic and/or commercial refuse.

Between the mid-1880's and the beginning of the 20th century, a variety of residence hotels, lodging houses, saloons, and restaurants occupied most of the remaining lots within the block bounded by Market, Mission, Steuart, and East streets. These buildings were devastated by the conflagrations that followed in the wake of San Francisco's Great Earthquake and Fire of April 1906. Without exception, all wooden structures that had existed within, and immediately adjacent to, the project site during this time period were destroyed. By 1913 about half of the block had been redeveloped.

During the past two decades, several previous programs of historical study and archaeological field research have been conducted in proximity to the proposed project site. Recovered archaeological assemblage consisted of a mix of historic period materials- ceramic objects, glass bottles, food remains, leather and metal specimens, clay pipes, buttons, etc. The recovered cultural materials ranged in age between the 1860's and the close of the 19th century. During construction of the MUNI Metro Turnaround project, remains of a Gold Rush ship, possibly the Rome, were encountered slightly to the east of the project site. Because archaeological materials were discovered within one to two blocks of the project site, it is possible that later 19th century archaeological remains may also exist at one or more places within the proposed project area.

Implementation of Mitigation Measure 4, page 44, would reduce potentially significant adverse cultural resource effects to a less-than-significant effect. No further discussion of archaeology will be in included in the EIR.

Historic Architectural Resources

Parcels surrounding the project site have five significant historic buildings: The Ferry Building, Agriculture Building, Audiffred Building, Rincon Annex, and The Southern Pacific Building.

Directly east of the project site across The Embarcadero is the Agriculture Building, originally known as the Ferry Building Post Office. Constructed in 1914, the Agriculture Building was designed by A.A. Pyle with the State Department of Engineering. The building was transferred to the U.S. Department of Agriculture in 1930. Structurally, the building is steel frame construction with brick and stone exterior. The building is an example of Renaissance palazzo

style design in San Francisco. The Agriculture Building received an "A" (Highest Importance) rating in the San Francisco Heritage Downtown Architectural Inventory.[22] The Agriculture Building was listed on the National Register of Historic Places with the adjacent Ferry Building in 1978. The building received a "2" in the 1976 Architectural Inventory conducted by the San Francisco City Planning Department,[23] and is designated a significant architectural resource in the Port of San Francisco's Waterfront Land Use Plan.

North of and adjacent to the Agriculture Building, the Ferry Building, originally known as the Union Depot and Ferry House, opened to the public in 1898. The building was designed by architect A. Page Brown. Structurally a steel frame building on reinforced concrete foundation, the exterior of the Ferry Building is clad with Colusa sandstone. The central tower (inspired by the Giralda Tower in Seville) was rebuilt in concrete after the 1906 earthquake. A monumental presence on San Francisco's waterfront with its 770 foot length, the Ferry Building design was inspired by Roman architecture and the Gare St. Lazare railroad station in Paris. The Ferry Building received an "A" rating in the San Francisco Heritage Downtown Architectural Inventory and a "5" rating on the 1976 Department of City Planning Architectural Survey. The building has been listed on the National Register of Historic Places since 1978 and it is San Francisco City Landmark number 90, and is designated a significant architectural resource in the Port of San Francisco's Waterfront Land Use Plan. In October, 1977, the American Society of Civil Engineers recognized the Ferry Building as an Historic Civil Engineering Landmark.

The Audiffred Building (1-21 Mission Street) is across Mission Street, south of the project site. This rectangular plan, brick masonry building was constructed in 1889 by Frenchman Hippolite d'Audiffret (anglicized to Audiffred). The building, designed in the French Mansart (Second Empire) Style, is one of the oldest in Downtown San Francisco to escape destruction in 1906. The building's ground floor was originally a saloon. Restored in 1983, the Audiffred Building today has the Boulevard Restaurant on the ground floor and attorneys offices on the upper floors.

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[22] The evaluation categories for the San Francisco Heritage Downtown Architectural Inventory are described in the book *Splendid Survivors: San Francisco's Downtown Architectural Heritage,* pages 12-13. An "A" rating is for the most important buildings in downtown San Francisco, distinguished outstanding qualities of architecture, etc.; "B" rated buildings stand out for overall quality, without having particularly outstanding particular characteristics; "C" rated buildings have contextual importance in that they provide the setting for more important buildings.

[23] The 1976 Architectural Inventory was a reconnaissance survey rating buildings only for their visual or architectural quality. The survey did not consider the historical significance of San Francisco's buildings in its evaluations. The buildings rated received ratings on a "1" to "5" scale, with "5" as the highest rating, *i.e.,* the buildings with the most significant visual qualities in their context.

The building was listed on the National Register of Historic Places in 1979 and it is San Francisco City Landmark number 7. The Audiffred Building is also a Category I building under Article 11 (Preservation of Buildings and Districts of Architectural, Historical, and Aesthetic Importance in the C-3 Districts) of the *San Francisco Planning Code*.[24] The building received a "3" rating in the 1976 Department of City Planning Architectural Survey and an "A" in the San Francisco Heritage Downtown Architectural Inventory.

Diagonally across Mission and Steuart Streets from the project site, the Rincon Annex Post Office (99 Mission Street) is immediately west of the Audiffred Building. Rincon Annex was designed by Gilbert Underwood and constructed in 1939. The two-story, concrete building is one of the finest examples in San Francisco of the Streamline Moderne Style. In the early 1980s, a highrise office/retail/condominium complex was constructed adjacent to Rincon Annex. The Rincon Annex building is San Francisco City Landmark 107 and it was listed on the National Register of Historic Places in 1979. It received an "A" rating in the San Francisco Heritage Downtown Architectural Inventory and a "3" rating in the Department of City Planning Architectural Survey.

Across Steuart Street west of the project site are the two 1976 office towers of One Market Plaza. The two office towers are at the rear of the historic Southern Pacific Building, a major monument at the foot of Market Street northwest of the project site. The historic building was designed in 1916 by the San Francisco architectural firm of Bliss and Faville. The steel-frame, 10-story building has Renaissance/Baroque ornamental details and an arcaded base. The Southern Pacific building received an "A" rating in the San Francisco Heritage Downtown Inventory, a "4" rating in the Department of City Planning Architectural Survey, and it is a Category I building under Article 11 of the *San Francisco Planning Code.* The Southern Pacific Building was also determined eligible for the National Register of Historic Places by the State Office of Historic Preservation.

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24 Article 11 identifies Category I and II buildings as individually excellent in architectural design and contextually significant in Downtown San Francisco (Section 1102). Category III and IV buildings are of a lower level of significance, *i.e.,* very good in architectural design and contextually important.

No historic buildings are located on the project site itself. Although the project area contains five historic structures in proximity to the project site, the project itself would be entirely contained on the project site and would not impact any historic resources in the area. Construction on the project site would displace the bus layover facility, and would not alter any characteristics of the historic setting which contribute to the significance of area structures. Proposed bus layover locations would be on city streets and thus would not impact historic structures either. No further discussion of historic structures will be in included in the EIR.

C. OTHER	Yes	No	Discussed
Require approval of permits from City Departments other than Planning Department or Department of Building Inspection or from Regional, State or Federal Agencies?	X	___	X

The following are the approval actions required for the project:

1. A public hearing before the Public Transportation Commission to consider approval of the Lease Disposition Agreement, by which the landowner (MUNI) would ground lease the site to the developer, Mission & Steuart Hotel Partners, LLC.

2. A public hearing before the Public Transportation Commission to consider relocating bus routes and the bus layover site for buses which currently layover on the project site.

3. A public hearing before the Planning Commission (to be held before a hearing regarding Conditional Use authorization), to consider the project application under *Planning Code* Sections 302 and 306 for a rezoning of the project site from P (Public) to C-2 (Community Business) or C-3 (Downtown Commercial), to permit commercial construction, and for a change on the Height and Bulk Map designation of Lot 17 from Open Space to 84-E. The Planning Commission must adopt a motion approving, or disapproving the application.

4. A public hearing before the Planning Commission (to be held before a hearing regarding Conditional Use authorization), to consider the application for an amendment to Map 2 of the Northeastern Waterfront Element of the *General Plan*, to change the Height/Bulk limit

of Lot 17 from Open Space to 84-E. The Planning Commission must a adopt a motion which recommends or does not recommend such an amendment to the Board of Supervisors.

5. A public hearing before the Planning Commission to consider the project application under *Planning Code* Sections 303(f) and 216(b) for Conditional Use (CU) authorization (*Planning Code* Section 301) for a hotel in a C District, and under *Planning Code* Section 271 to permit an exception from the bulk limitation of 110 feet by 140 feet, at the southern portion of the site in the airspace which is 65 feet above grade. The purpose of the bulk exception would be to obtain the necessary and most efficient room count by increasing the bulk in the southern portion of the site while decreasing the bulk in the northern portion of the site, adjoining Justin Herman Plaza and park in order to prevent the northern portion of the building from violating Proposition K's limitations on the shadowing of Justin Herman Plaza. The Planning Commission must adopt a motion approving (with or without conditions), or disapproving the project.

6. A public hearing before the Board of Supervisors to consider approval of (a) height/bulk district amendment; (b) amendment to Zoning Map; (c) the Lease Disposition Agreement; and (d) amendment to Map 2 of the Northeastern Waterfront Element of the *General Plan.*

7. A public hearing before the Arts Commission, pursuant to San Francisco Charter Section 5.103.1, to consider the design of a structure to be privately built on City-owned land. The Arts Commission may also consider approval of relocating/ reinstalling the existing labor movement monument near the same location where it currently stands.

8. Approval (and potential a public hearing) by the Department of Public Works for a lot merger of Lots 6, 7, 8, 9 and 17 of Block 3714.

9. Possibly, a public hearing by the Port Commission to consider approval of a license, lease or sublease, easement or encroachment permit for passive use of any land under Port jurisdiction immediately adjacent to the east of the site.

D. MITIGATION MEASURES	Yes	No	N/A
1. If any significant effects have been identified, are there ways to mitigate them?	X		X
2. Are all mitigation measures identified above included in the project?	To Be Determined		

The following are mitigation measures related to topics determined to require no further analysis. These measures are agreed to by the project sponsors and have become part of the project.

1. Construction Noise Impacts

The project sponsors shall require that the contractors' equipment and trucks used for project construction shall utilize the best available noise control techniques (e.g., improved exhaust mufflers, equipment redesign, use of intake silencers, ducts, engine enclosures, and acoustically attenuating shields or shrouds) in order to minimize construction noise impacts. Prior to project construction, the project sponsors shall require all construction equipment used by the contractor(s) (except for impact tools, pavement breakers and jackhammers) to be tested as part of the environmental compliance monitoring program for enforcement of mitigation measures to ensure that equipment noise does not exceed 80 dBA at 100 feet.

Stationary noise sources shall be located as far from adjacent offices as possible. If they must be located near existing offices, they shall also be enclosed within temporary sheds.

The project sponsors shall require the contractor(s) to use hydraulically or electrically powered impact tools (e.g., jack hammers, pavement breakers, and rock drills) wherever possible to avoid noise associated with compressed air exhaust from pneumatically-powered tools. However, where use of pneumatically powered tools is unavoidable, an exhaust muffler on the compressed air exhaust shall be used; this muffler can lower noise levels from the exhaust by up to about 10 dBA. External jackets on the tools themselves would be used where feasible, and this could achieve a reduction of 5 dBA.

2. Pile Driving Noise Impacts

Wherever possible, the project sponsors shall require the contractor(s) to use sonic or vibratory pile drivers instead of impact pile drivers (sonic pile drivers are only effective in some soils). Such drivers can reduce maximum noise levels by as much as 12 dBA. (This measure may not be appropriate for the project because vibratory piles could result in liquefaction of on-site Bay Mud.)

Pile holes shall be pre-drilled to the extent feasible to reduce potential noise and vibration impacts.

If the project is approved, the Department of Public Works may also determine that some of the following measures, or combination of measures would be necessary and/or feasible to reduce impacts to a less-than-significant level:

The project sponsors shall prohibit pile driving during the peak lunch hour (preferably including the half-hour before and after) to minimize potential impacts on adjacent and nearby restaurants and lunchtime plaza users.

The project sponsors shall require that the contractor(s) include engine and pneumatic exhaust controls on pile drivers ~~shall be required by project sponsors~~ as necessary to ensure that exhaust noise from pile driver engines does not exceed 80 dBA at 100 feet. Such controls can reduce noise levels by 6 dBA.

The project sponsors shall require the contractor(s) to use an acoustical enclosure or baffling around the pile driver to minimize noise peaks when the driver strikes the pile. The enclosure shall be constructed with noise-insulating materials and shall be as high as the maximum height of pile when struck by the driver. An acoustical enclosure around the pile driver can reduce pile-driving noise by as much as 20 dBA (L_{max}) if the pile driver is fully enclosed and up to 12 dBA (L_{max}) if it is enclosed on the three sides facing the receptor. Reductions can be achieved using the following controls or practices depending on the pile driving method used:

- Enclosing sheetpiles by tying rubber aprons (lined with absorptive material such as felt or foam rubber of a thickness of 15 to 30 mm) around the sheetpile. As the sheetpile is driven into the ground, the rubber apron has to be raised or removed.

- Using lined telescoping pipe to enclose the pile driver and pile. The telescoping pipe stands on the ground and gradually collapses as the driving process continues.

- If piles are freestanding, using pile driver enclosures.

- Using the English pile driver method, where steel piles are driven into the ground hydraulically.

3. Construction Air Quality

The project sponsors shall require the contractor(s) to spray the project site with water during demolition, excavation, and construction activities; spray unpaved construction areas with water at least twice per day; cover stockpiles of soil, sand, and other material; cover trucks hauling debris, soil, sand or other such material; and sweep surrounding streets during demolition, excavation, and construction at least once per day to reduce particulate emissions. Ordinance 175-91, passed by the Board of Supervisors on May 6, 1991, requires that non-potable water be used for dust control activities. Therefore, the project sponsors shall require that the contractors obtain reclaimed water from the Clean Water Program for this purpose.

The project sponsors shall require the project contractors to maintain and operate construction equipment so as to minimize exhaust emissions of particulates and other pollutants, by such means as a prohibition on idling motors when equipment is not in use or when trucks are waiting in queues, and implementation of specific maintenance programs to reduce emissions from equipment that would be in frequent use for much of the construction period.

4. Cultural

Should evidence of cultural resources of potential significance be found during site disturbance, the project sponsors shall immediately notify the Environmental Review Officer (ERO), and the project sponsors shall halt any activities which the archaeologist and the ERO jointly determine could damage such cultural resources. Ground disturbing activities which might damage cultural resources would be suspended for a total maximum of four weeks over the course of construction.

After notifying the ERO, the archaeologist shall prepare a written report to be submitted first and directly to the ERO, with a copy to the project sponsors, which would contain an assessment of the potential significance of the find and recommendations for what measures should be implemented to minimize potential effects on archaeological resources. Based on this report, the ERO would recommend specific additional mitigation measures to be implemented by the project sponsors. These additional mitigation measures might include a site security program, additional on-site investigations by the archaeologist, and/or documentation, preservation, and recovery of cultural material.

Finally, the archaeologist shall prepare a report documenting the cultural resources that were discovered, an evaluation as to their significance, and a description as to how any archaeological testing, exploration and/or recovery program was conducted.

Copies of all draft reports prepared according to this mitigation measure shall be sent first and directly to the ERO for review. Following approval by the ERO, copies of the final report(s) would be sent by the archaeologist directly to the President of the Landmarks Preservation Advisory Board and the California Archaeological Site Survey Northwest Information Center. Three copies of the final archaeology report(s) shall be submitted to the Office of Environmental Review, accompanied by copies of the transmittals documenting its distribution to the President of the Landmarks Preservation Advisory Board and the California Archaeological Site Survey Northwest Information Center.

E. ALTERNATIVES

The EIR will analyze alternatives to the project that would reduce or eliminate any significant environment effects. At a minimum, these alternatives will include a No Project Alternative and a maximum 40 foot-tall building alternative.

F. MANDATORY FINDINGS OF SIGNIFICANCE	Yes	No	Discussed
1. Does the project have the potential to degrade the quality of the environment, substantially reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal, or eliminate important examples of the major periods of California history or pre-history?	___	X	___
2. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?	___	X	___
3. Does the project have possible environmental effects which are individually limited, but cumulatively considerable? (Analyze in the light of past projects, other current projects, and probable future projects.)	___	X	___
4. Would the project cause substantial adverse effects on human beings, either directly or indirectly?	___	X	___

All of the items in the Initial Study Checklist have been checked "No" or "To Be Determined" indicating that, upon evaluation, staff has determined that the proposed project could not have a significant adverse environmental effect or that further analysis will be included in the EIR. Several of the Initial Study Checklist items have also been checked "Discussed," indicating that the Initial Study text includes discussion about that particular issue. For all of the items checked "No," without discussion, the conclusions regarding potential significant adverse environmental effects are based upon field observation, staff experience, and expertise on similar projects, and/or standard reference material available within the Department, such as the Department's

Transportation Guidelines for Environmental Review, or the California Natural Diversity Data Base and maps, published by the California Department of Fish and Game. For each checklist item, the evaluation has considered the impacts of the project both individually and cumulatively.

G. ON THE BASIS OF THIS INITIAL STUDY:

____ I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared by the Department of City Planning.

____ I find that although the proposed project could have a significant effect on the environment, there WILL NOT be a significant effect in this case because the mitigation measures, numbers 1 to 5, in the discussion have been included as part of the proposed project. A NEGATIVE DECLARATION will be prepared.

_X_ I find that the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

HILLARY E. GITELMAN
Environmental Review Officer

for GERALD G. GREEN
Director of Planning

Date: 5/8/99

REFERENCES

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APPENDIX B
INTERSECTION LEVELS OF SERVICE DEFINITIONS

Level of Service	Interpretation	Average Stopped Delay Per Vehicle (seconds)	Reserve Capacity
A	Uncongested operations. All queues clear in a single signal cycle. Little or no minor street delay at unsignalized intersections.	0.0 0 5.0	400+
B	Very light congestion. An occasional approach phase is fully utilized. Short minor street traffic delays at unsignalized intersections.	5.1 - 15.0	300 - 399
C	Light congestion. Occasional backups on critical approaches. Average minor street traffic delays at unsignalized intersections.	25.1 - 40.0	200 - 299
D	Significant congestion on critical approaches, but intersection functional. Cars required to wait through more than one signal cycle during short peaks. No long-standing queues formed. Long minor street traffic delays at unsignalized intersections.	40.1 - 60.0	100 - 199
E	Severe congestion with some long-standing queues on critical approaches. Blockage of intersection may occur. Traffic queue may block nearby upstream intersections. Very long minor street delays at unsignalized intersections.	40.1 - 60.0	0 - 99
F	Total breakdown; stop-and-go operation.	> 60.0	< 0

Source: Transportation Research Board, *Highway Capacity Manual,* Special Report 209, 1985.

APPENDIX C
AIR QUALITY

Table of Contents | Page

Criteria Air Pollutants C-2
Table C-1: State and Federal Ambient Air Quality Standards C-4
Table C-2: San Francisco Ambient Air Quality Monitoring Summary, 1992 – 1997 C-5
Table C-3: Bay Area Attainment Status C-6
Table C-4: Micro-scale Air Quality Intersection Screening Analysis C-7

CRITERIA AIR POLLUTANTS

OZONE (O_3)

Ozone is not emitted directly in the atmosphere, but is a secondary pollutant produced through a complex series of photochemical reactions involving hydrocarbons (HC) and nitrogen oxides (NO_X). Significant ozone production generally requires that hydrocarbons and nitrogen oxides are present for about 3 hours in a stable atmosphere with strong sunlight. Ozone is a regional air pollutant because it precursors are transported and diffused by wind concurrently with the photochemical reaction process. Motor vehicles are the largest source of ozone precursors in the Bay Area, but many other sources also exist.

Ozone causes eye and respiratory irritation, reduces resistance to lung infections, and may aggravate pulmonary conditions in persons with lung disease. These health effects are particularly acute in children and elderly people exposed to these pollutants. Vegetation may also be damaged.

CARBON MONOXIDE (CO)

Carbon monoxide is a non-reactive pollutant that is a highly toxic, odorless, invisible gas. It is usually formed as the result of incomplete combustion of fuel (organic substances). Over 80 percent of the carbon monoxide emitted in the Bay Area comes from motor vehicles. Ambient carbon monoxide concentrations normally correspond closely to the spatial and temporal distributions of vehicular traffic. Carbon monoxide concentrations are also influenced by wind speed and atmospheric mixing. Under inversion conditions, carbon monoxide concentrations may be distributed more uniformly over an area out to some distance from vehicular sources.

High levels of carbon monoxide can impair the transport of oxygen in the bloodstream, thereby aggravating cardiovascular disease and causing fatigue, headaches, and dizziness. Carbon monoxide does not irritate the respiratory tract. Carbon monoxide can impair central nervous system functions.

INHALABLE PARTICULATE MATTER (PM_{10})

Atmospheric particulates are made up of finely divided solids or liquids such a soot, dust, aerosol, fumes, and mists. The largest sources of inhalable particulates in Alameda County include demolition and construction activities, and road dust disturbed from vehicular traffic. Natural sources of particulate matter include wind-blown dust and ocean spray. On a local basis, inhalable particulate matter standards are violated in the Bay Area.

Inhalable particulates can cause adverse health effects, including the aggravation of chronic disease and heart/lung damage.

NITROGEN DIOXIDE (NO_2)

Nitrogen dioxide is a reddish brown colored gas readily visible during periods of heavy pollution. The major sources of nitrogen dioxide are motor vehicles, refineries, industrial boilers, and other types of combustion equipment. The standards for nitrogen dioxide are being met in the Bay Area, and the BAAQMD does not expect these standards to be violated in the future.

Nitrogen dioxide may increase the risk of acute and chronic respiratory disease and sore throats.

SULFUR DIOXIDE (SO_2)

Sulfur dioxide is a colorless, pungent, irritating gas formed primarily by the combustion of sulfur-containing fossil fuels. The major source of sulfur dioxide in the Bay Area is combustion of high-sulfur fuels in refineries and some chemical plants. Ambient standards for sulfur dioxide are being met throughout the Bay Area, and it is expected that these standards will not be violated in the future.

Sulfur dioxide causes aggravation of chronic obstructive lung disease and increased risk of acute and chronic respiratory illness.

TABLE C.1: State and Federal Ambient Air Quality Standards

POLLUTANT	AVERAGING TIME	SAAQS[a,b]	NAAQS[b,c]
Ozone	1 hour	0.09 ppm	0.12 ppm
Carbon Monoxide	1 hour	20 ppm	35 ppm
	8 hour	9.0 ppm	9 ppm
Nitrogen Dioxide	1 hour	0.25 ppm	NA
	Annual	NA	0.053 ppm
Sulfur Dioxide	1 hour	0.25 ppm	NA
	24 hour	0.04 ppm	0.14 ppm
	Annual	NA	0.03 ppm
Inhalable Particulate Matter	24 hour	50 ug/m^3	150 ug/m^3
	Annual	30 ug/m^3	50 ug/m^3
Sulfates	24 hour	25 ug/m^3	NA
Lead	30 day	1.5 ug/m^3	NA
	Calendar Quarter	NA	1.5 ug/m^3
Hydrogen Sulfide	1 hour	0.03 ppm	NA
Vinyl Chloride	24 hour	0.010 ppm	NA

NOTE: Additional NAAQS for ozone (8 hours > 0.08 ppm) and for small diameter particulate matter (24 hours > 65 $\mu g/m^3$, annual avg. >15 $\mu g/m^3$) adopted in 1997.

a SAAQS stands for State Ambient Air Quality Standards (California). SAAQS for ozone, carbon monoxide, sulfur dioxide (1-hour and 24-hour), nitrogen dioxide, and inhalable particulate matter are values that are not to be exceeded. All other state standards shown are values not to be equaled or exceeded.

b NAAQS stands for National Ambient Air Quality Standards. NAAQS, other than ozone and those based on annual averages, are not to be exceeded more than once a year. The ozone standard is attained when the expected number of days per calendar year with maximum hourly average concentrations above the standard is equal to or less than one.

c ppm = parts per million by volume; ug/m^3 = micrograms per cubic meter; NA = Not Applicable

Source: http://www.baaqmd.gov/tech/am/aqstand.htm (updated 12/30/96)

TABLE C-2: San Francisco Ambient Air Quality Monitoring Summary, 1992 – 1997

POLLUTANT	STANDARD	NUMBER OF DAYS STANDARDS WERE EXCEEDED AND MAXIMUM CONCENTRATION MEASURED[a]					
		1992	1993	1994	1995	1996	1997
Ozone							
1-Hour	> 0.09 ppm	0	0	0	0	0	0
1-Hour	> 0.12 ppm	0	0	0	0	0	0
Max. 1-Hour Conc. (ppm)		0.08	0.08	0.06	0.09	0.07	0.07
Carbon Monoxide (Arkansas station)							
1-Hour	> 20. ppm	0	0	0	0	0	0
8-Hour	> 9. ppm	0	0	0	0	0	0
Max. 1-Hour Conc. (ppm)		8	7	6	5	5	5
Max. 8-Hour Conc. (ppm)		6.4	5.1	4.4	4.4	3.9	3.5
Carbon Monoxide (Ellis station)							
1-Hour	> 20. ppm	0	0	0	0	0	0
8-Hour	> 9. ppm	0	0	0	0	0	0
Max. 1-Hour Conc. (ppm)		10	10	8	9	9	8
Max. 8-Hour Conc. (ppm)		7.4	6.9	5.4	5.5	5.6	5.8
Nitrogen Dioxide							
1-Hour	> 0.25 ppm	0	0	0	0	0	0
Max. 1-Hour Conc.(ppm)		0.09	0.08	0.09	0.09	0.08	0.07
Inhalable Particulates (PM_{10})							
24-Hour	> 50 mg/m^3	9/61	5/61	6/61	0/61	2/61	3/61
24-Hour	> 150 mg/m^3	0/61	0/61	0/61	0/61	0/61	0/61
Max. Daily Conc. (mg/m^3)		81	69	93	50	71	81
Particulate Sulfate							
24-Hour	> 25 mg/m^3	0/61	0/56	0/61	0/61	0/61	0/61
Max. 24-Hr. Conc. (mg/m^3)		18.2	12.4	13.9	10.5	8.3	9.8

conc. = concentration; ppm = parts per million; mg/m^3 = micrograms per cubic meter

a "X/Y" indicates that standards were exceeded on "X" days out of a total of "Y" days on which measurements were taken that year.

Source: California Air Resources Board, *Air Quality Data Summaries,* 1992-1997. BAAQMD Monitoring Stations, 10 Arkansas Street and 939 Ellis Street, San Francisco.

TABLE C-3: Bay Area Attainment Status

POLLUTANT	AVERAGING TIME	SAAQS		NAAQS	
		CONCENTRATION	ATTAINMENT STATUS	CONCENTRATION	ATTAINMENT STATUS
Ozone	8-Hour	- -	- -	0.08 ppm	U
	1-Hour	0.09 ppm	N	0.12 ppm	N
Carbon Monoxide	8-Hour	9.0 ppm	A	9 ppm	A
	1-Hour	20 ppm	A	35 ppm	A
Nitrogen Dioxide	Annual Average	- -	- -	0.053 ppm	A
	1-Hour	0.25 ppm	A	- -	- -
Sulfur Dioxide	Annual Average	- -	- -	0.03 ppm	A
	24-Hour	0.04 ppm	A	0.14 ppm	A
	1-Hour	0.25 ppm	A	- -	- -
Inhalable Particulates (PM_{10})	Annual Arithmetic Mean	- -	- -	50 $\mu g/m^3$	A
	Annual Geometric Mean	30 $\mu g/m^3$	N	- -	- -
	24-Hour	50 $\mu g/m^3$	N	150 $\mu g/m^3$	U
Inhalable Particulates ($PM_{2.5}$)	Annual Arithmetic Mean	- -	- -	15 $\mu g/m^3$	U
	24-Hour	- -	- -	65 $\mu g/m^3$	U
Sulfates	24-Hour	25 $\mu g/m^3$	A	- -	- -
Lead	Calendar Qtr.	- -	- -	1.5 $\mu g/m^3$	A
	30 Day Ave.	1.5 $\mu g/m^3$	A	- -	- -
Hydrogen Sulfide	1-Hour	0.03 ppm (42 $\mu g/m^3$)	U	- -	- -
Visibility Reducing Particles	8-Hour (1000-1800 PST)	Visibility = 10 miles	U	- -	- -

A = Attainment; N = Non-attainment; U = Unclassified
ppm = parts per million; $\mu g/m^3$ = micrograms per cubic meter

a SAAQS = State Ambient Air Quality Standards (California).
b NAAQS = National Ambient Air Quality Standards.

Source: http://www.baaqmd.gov/planning/resmod/baas.htm

TABLE C-4: Micro-scale Air Quality Intersection Screening Analysis

TEST #1: Exceeds 500 pounds per day? **NO**

Regional CO Emissions: URB7G (Year 2000) = 363.8 pounds per day
URB7G (Year 2015) = 161.5 pounds per day

TEST #2: Level of Service (LOS) Operation Reaches D, E or F? **NO**

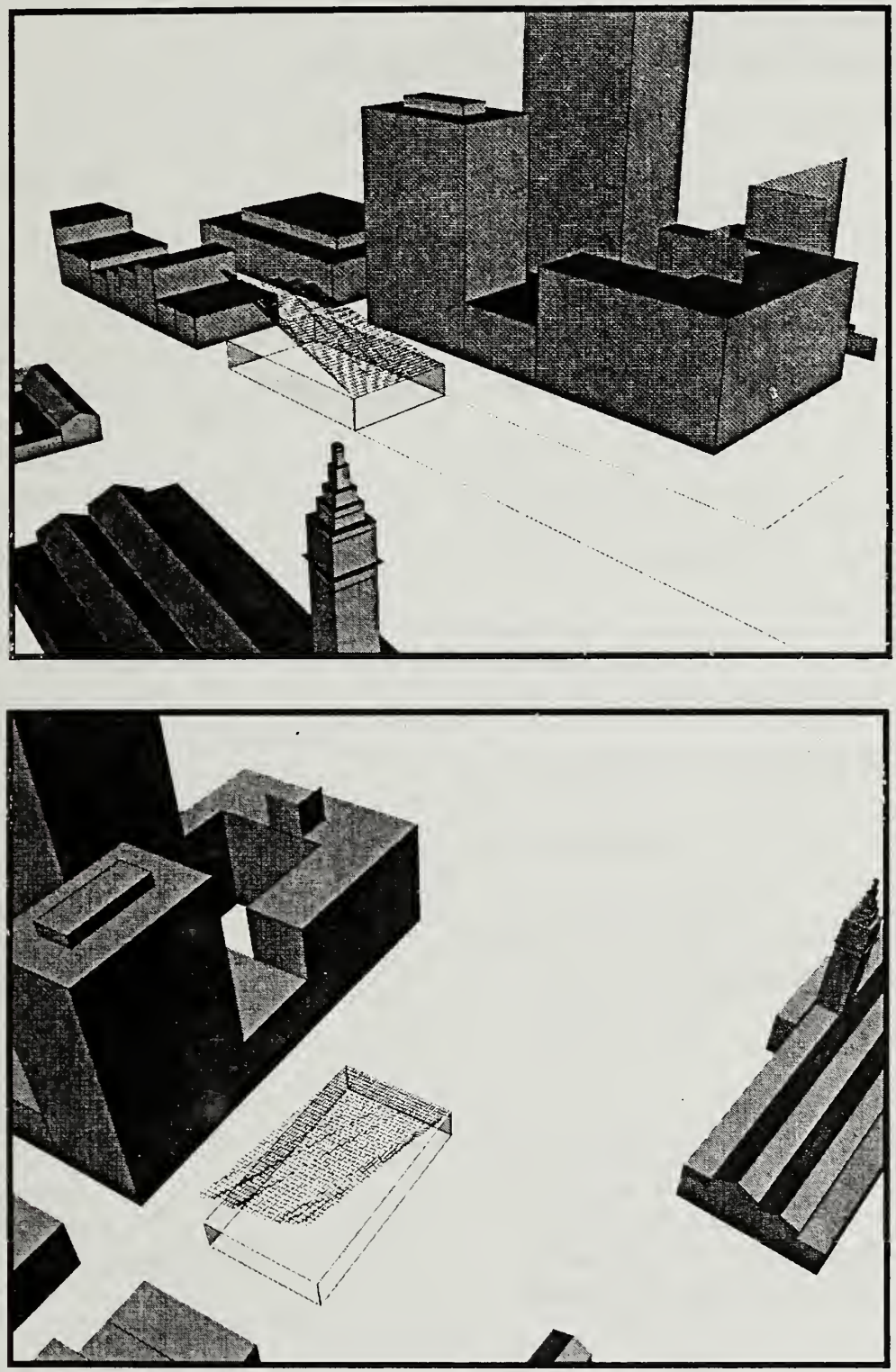
Intersection	Existing	Existing + Project	2015 Cumulative
The Embarcadero / Washington	C	C	C
The Embarcadero / Ferry Bldg.	B	B	C
The Embarcadero / Mission St.	B	B	C
Mission Street / Steuart Street	B	B	B
Mission Street / Spear Street	B	B	B

TEST #3: Traffic Increase > 100 vehicles per hour or +10%? **NO**

Volume Increase:

	PM Peak Hour Vehicles (vehicles per hour)			
	Existing	Existing + Project	Project Contribution	% Change
The Embarcadero:				
Northwest of Washington	3833	3840	7	+0.2%
Washington-Mission	4383	4391	8	+0.2%
Southeast of Mission	3874	3879	5	+0.1%
Mission Street:				
Southwest of Main	866	874	8	+0.9%
Northeast of Main	745	758	13	+1.7%
Southwest of Steuart	532	534	2	+0.4%
Steuart-Embarcadero	604	635	31	+5.1%

Source: Orion Environmental Associates, 1999.



Source: CADP Associates, 1999.

Mission-Steuart Hotel	Figure D: Project Shadow Envelope Dataset	Maxwell & Associates

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